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ABSTRACT

A systematic vision is offered of what Hawaii education might be, and a plan that suggests how to get there is presented. The plan calls for a substantial financial investment and a commitment to a long-run program to achieve excellence. Quantitative data were collected by a survey of knowledgeable people who were asked to describe strengths and weaknesses of the public school system and to give ideas for improvement. Almost 2,000 officials, educators, and people of Hawaii responded. A broad discussion ensues, in light of these responses, of student performance in the current system and the need for major reforms in light of the challenges of the 21st century. An overview of recommendations is introduced, followed by a more detailed presentation of each reform. It is suggested to: (1) institute universal early childhood education; (2) reorganize K-12 governance and management; (3) modernize curriculum and instruction; (4) strengthen the teaching and administrative professions; and (5) renew secondary schools. The booklet closes with a summary of a transition plan and overall costs for implementing these recommendations. (SI)

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Educational Excellence for the Pacific Era

Recommendations to the Hawaii Business Roundtable

BW Associates

THE HAWAII PLAN
EDUCATIONAL EXCELLENCE FOR THE PACIFIC ERA

EA 021 354

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THE HAWAII PLAN

EDUCATIONAL EXCELLENCE FOR THE PACIFIC ERA

Summary

R/113-1

Recommendations to the
Hawaii Business Roundtable

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A Letter from the Hawaii Business Roundtable

November 15, 1988

Aloha;

As an organization dedicated to improving life in the community, Hawaii Business Roundtable, in January 1988, retained Berman, Weiler Associates to conduct a study of Hawaii's public school system and develop recommendations for changes.

Our goal in this undertaking was not modest: to make Hawaii's public schools second to none.

Highly regarded on the Mainland, Berman, Weiler Associates is a California-based policy-research-and-analysis firm with extensive experience in the education field. Its studies for California and Minnesota resulted in major school reform legislation.

As our State's business leaders, Roundtable members feel a responsibility to provide Hawaii's youngsters with the best educational opportunities possible. Thus, we undertook this project with financial support from our members and certain Hawaii-based trusts and foundations, and with additional in-kind contributions provided by various companies. Contributors are listed on this page and the next.

We wish to acknowledge the State Department of Education and the State administration, without whose strong support and cooperation this study would not have been possible. Additionally, we thank the many leaders in education, community, government, and business who contributed time and resources to ensure that the study would be comprehensive and its recommendations based on well-researched facts.

We invite you to examine the findings and recommendations of the study summarized in the following pages. We urge you, however, to keep in mind that this study and its recommendations are only the beginning – the basis for future efforts at implementation. Certainly we all recognize the vital role education plays in securing a better future for all of us and that progress toward that goal is going to require everyone's support.

Sincerely,

C. Dudley Pratt, Jr.
Chairman

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LAULIMA Ā LOKAHI... MANY HANDS WORKING IN UNITY

Reform of education is so controversial. Everyone cares deeply, everyone has opinions, all opinions differ. Complaining, or just letting the system be, sometimes seems easier than facing conflicts that are bound to arise when fundamental change is truly undertaken.

But the people of Hawaii seem ready to act, knowing that the state's future rests on the quality of its education system. They want to be proud of their public schools. They suspect major improvements are needed. The question is: what should be done?

This report offers a systematic vision of what Hawaii education might be, and a plan of how to get there. The plan calls for a substantial financial investment and a commitment to a long-run program to achieve excellence.

Nothing of this magnitude can be accomplished in Hawaii without a broad consensus in which everyone compromises or sacrifices something in the short term for the greater good in the future. Hawaii public education can be outstanding. It can provide a foundation for Hawaii's destiny in the Pacific Era. The people must decide whether this plan, or other ideas to systematically elevate public education to a new plateau of excellence, can start the process of building a consensus for action.

The plan is called The Hawaii Plan because it incorporates ideas from many concerned citizens throughout the Islands. In addition to collecting quantitative data, we distributed a survey to knowledgeable people asking about strengths and weaknesses of the public school system and about ideas for improvement. Almost two hundred persons responded. Many of their thoughts are distilled in this report. We also met with several hundred people, acknowledged at the end of the document, who shared their stories, hopes and visions with us. Our staff spent long hours with members of the Board of Education and the Department of Education discussing the variety of effective programs already underway and their plans for the future. They will find much that is familiar in this volume, for some of our recommendations expand and intensify their work. In large measure, The Hawaii Plan derives from all these interactions with the officials, the educators, and the people of Hawaii.

This volume presents our analysis and recommendations in condensed fashion. The next few pages offer a broad discussion of student performance in the current system and the need for major reforms in light of the challenges of the 21st Century. An overview of our recommendations is introduced before a more detailed presentation of each reform. The volume closes with a summary of a transition plan and overall costs for implementing these recommendations. Other technical volumes in this series systematically present data and fill in details on the design and cost of The Hawaii Plan.

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THE PRESENT

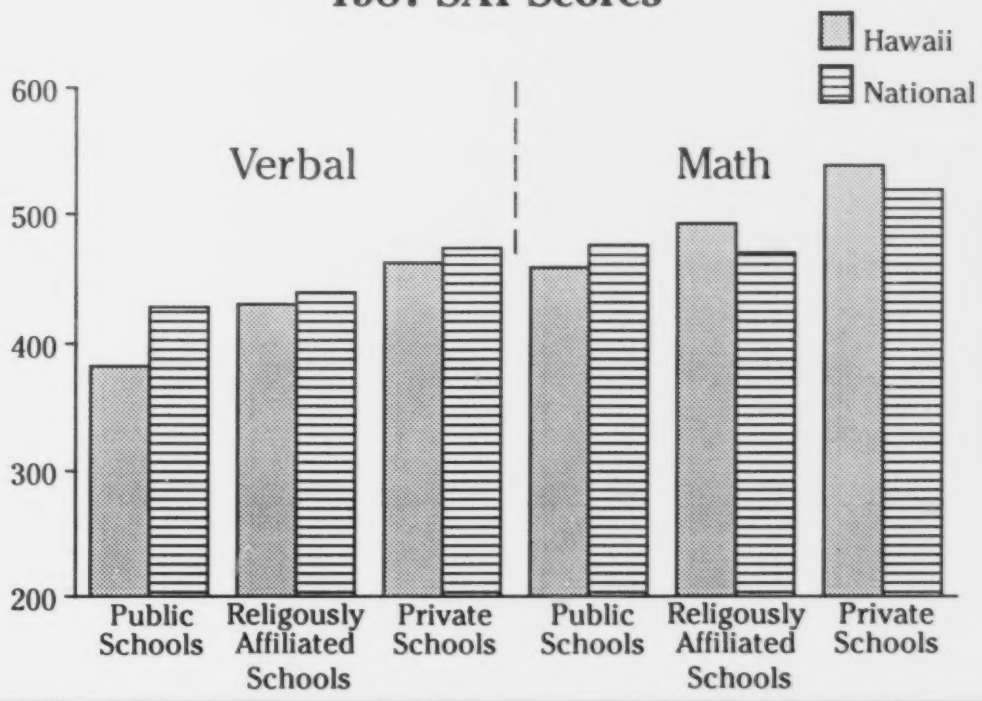
A paradox lies at the center of any fair assessment of Hawaii education. The current public school system has many strengths — the best system of equity in the nation, many highly competent teachers and administrators, pockets of excellent schools and programs, and an unshakable commitment to serve all of Hawaii's diverse students. Aware of these virtues, officials feel frustrated that the general populace seems to view Hawaii public education as substandard. Most people do indeed perceive the system as performing below the level of education on the mainland. Is this a perception gap? Are the majority of people inaccurately assessing their own system?

Probably not. Side by side with its many strengths are pervasive soft spots that raise the question of whether the structure of Hawaii education has a solid foundation. Look at the evidence shown below. The figures compare scores for students in Hawaii and the nation on the Scholastic Aptitude Test (SAT), a common test taken by high school students who might go to college. The results show that Hawaii's public school students score below their counterparts at public schools on the mainland and at private or religiously-affiliated schools in Hawaii. The gap is particularly large in the verbal area, a fact well-known to citizens of Hawaii.

How The Public Grades the Schools

	A	B	C	D	E
1987 Gallup Poll, National	14%	36%	35%	10%	5%
1988 Hawaii Poll, Hawaii	3%	26%	43%	19%	9%

1987 SAT Scores



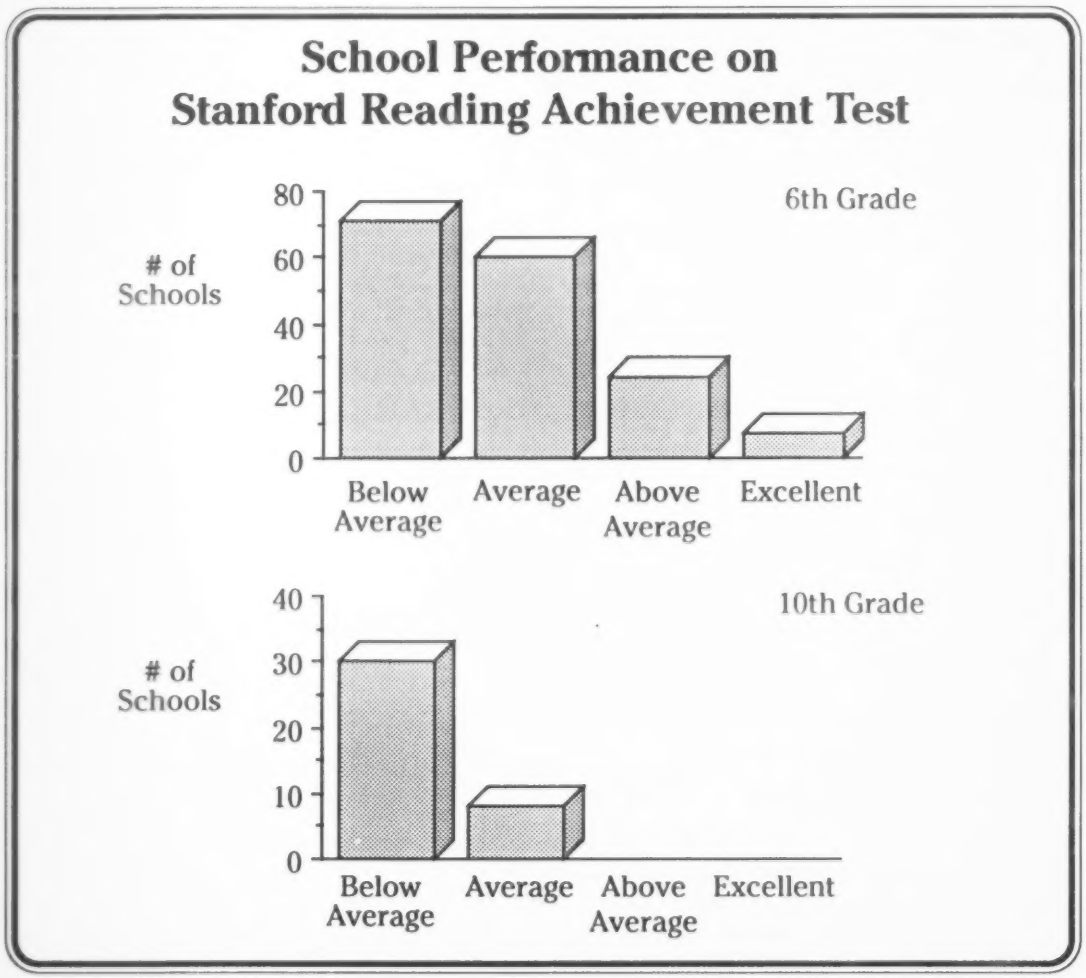
THE PRESENT

These SAT data can be analyzed and interpreted in many ways. Some say Hawaii's lower average scores can be attributed to its high proportion of students from ethnic groups which traditionally do not score well on standardized tests. Before addressing this observation, other data reveal equally disturbing results.

The figures below focus on public schools in Hawaii, not on individual pupils. Two results stand out. First, student performance on this test (the Stanford Achievement Test) varies greatly across different public schools. Second, at the elementary level and even more so at the secondary level, a large proportion of schools have average scores below national averages.

Some analysts argue that if the low-performing schools were ignored, then Hawaii public schools would compare more favorably to public schools in the nation and private schools in Hawaii. Though true, these schools and their pupils cannot be ignored. These students, in fact, are more likely to come from ethnic groups and low-income families that traditionally have lower academic scores. Yet the essence of the public schools' mission is to see that all students learn to their potential.

These data, though not themselves irrefutable, clearly reflect the present reality of schooling in Hawaii: the state has three educational experiences — private schools, public schools with above average performance, and public schools with average or below average performance. About one-fifth of the state's students go to private schools in their high school years; less than half of the remaining students go to schools where performance is high; and the majority attend schools that have no better than average performance.



THE FUTURE IS IN YOUR HANDS

Data thus suggest that many students at numerous schools in Hawaii simply do not have adequate performance levels. But the problem goes deeper. Measuring where Hawaii stands relative to the national average is misleading. Numerous national commissions have long since concluded that the national average is too low.

Therefore, tinkering with the present system so that student performance in Hawaii will match the national level is not enough. While Hawaii public education strives to close the present gap, other states will be taking steps to prepare their citizens for a challenging future in an increasingly competitive and rapidly changing world. Looking toward that future, Hawaii can ill afford to define its goals narrowly.

A quantum improvement should be the objective. Current high performing schools should strive toward a new plateau of excellence — and so must low performing schools. All students, without exception, need to realize more of their potential so that they can lead full and productive lives in a culturally rich and economically diverse Hawaii.

As the twenty-first century approaches, still higher expectations will be demanded of high school graduates in Hawaii as well as elsewhere. Most desirable jobs, whether in tourism or newer businesses, will require a new level of literacy — the ability to problem-solve, think creatively, and have a working grasp of computers and telecommunications.

Moreover, as the crossroads of the Pacific, Hawaii is one of the world's few successful multi-cultural societies. Hawaii's people are the essential resource. Their diversity defines a cultural uniqueness which must be retained while the skills needed for the future are developed. The state's destiny in the Pacific Era will rest on how this challenge is met.

The public school system will play a pivotal role in this evolution. The challenge is great, yet it can be stated simply:

> *Hawaii public schools must enable all students, without exception, to learn to their potential and to master the knowledge, skills and values needed for social and economic success in the 21st century.*

Goal statements like these have often been proclaimed by school systems. They generally are not implemented, however, because to do so might require a fundamental restructuring of schooling. The people of Hawaii now appear ready to consider restructuring as a real alternative. The issue is how to do it.

THE NEED TO BUILD SYSTEM CAPACITY

Does the public school system as now structured have the capacity to enable all students to achieve the level of literacy needed for Hawaii's future?

Though the current system has many strengths, it also has inherent limitations that require restructuring to evolve to a new system. This report proposes that the new system build on current strengths, refocusing attention on the heart of the educational process — teaching and learning — and on the chief participants and clients of public education — students, teachers, and local communities.

Restructuring should involve six critical areas where progress could lead to major improvements in student learning:

Early Education: Foundation for Excellence Half of Hawaii's children attend private preschool; the other half, generally from lower-income families and ethnic/linguistic backgrounds that traditionally do poorly in school, do not. The latter group start kindergarten behind. Most never catch up. Quality early childhood education and daycare for all children could make a major difference in how well students do in formal schooling and life.

Governance and Management: The Need for Leadership, Accountability, and Local Creativity Despite the advantages of Hawaii's single, unified school system, it has three inherent flaws:

- **Overlapping authorities and diffuse accountability** The BOE, DOE, Governor, Legislature, districts, and schools all have authority, but their responsibilities overlap and are ambiguous. The distinction between policy and operations too often becomes blurred. This role confusion makes it hard to hold anyone accountable and makes the exercise of statewide leadership extremely difficult.

- **Over-centralization and management by mandate** As stewards of a centralized school system, the BOE and DOE feel they must maintain uniformity of programs and services. But Hawaii's diverse schools and communities have different needs. Moreover, programs are generally initiated by mandate, even though this top-down approach often does not elicit ownership by the people who have to make the programs work — principals and teachers.

- **Limited teacher, parent, and community involvement** Lacking authority and influence over decisions, many teachers and parents do not feel competent to be creative and exercise independent judgement. However, effective schools require participation of principals, faculty, and communities in shaping a common vision for their schools.

Curriculum and Instruction: Looking to the Future What is taught in school needs to be revised to anticipate the age of technology and the coming of the Pacific Era. Currently, teachers and administrators in Hawaii neither receive the training nor the resources to keep pace with the rapid expansion of knowledge.

Teachers and Administrators: Enhancing Professionalism Just as expectations must be raised for students, so too should standards in the teaching and administrative fields be strengthened. At the same time, working conditions need to be improved in Hawaii.

Secondary Schools: Rethinking the Mission Student performance levels are too low in Hawaii's secondary schools in part because the school's are unfocused and try to do too much.

Facilities: Improving the Environment for Learning Many facilities in Hawaii are below par at the same time that enrollment increases are creating pressures for more facilities.

This report offers a six-point plan that addresses these concerns. The plan would systematically transform public education to a higher performing system. The following pages present an overview of the recommendations.

OVERVIEW OF RECOMMENDATIONS

Hawaii public schools should strive to enable all students, without exception, to learn to their potential and to master the knowledge, skills and values needed for social and economic success in the 21st century.

I. INSTITUTE UNIVERSAL EARLY CHILDHOOD EDUCATION. The state should make a major commitment to develop a preschool program in which all four and five-year-olds would be entitled to attend a high-quality public or private preschool and daycare program subsidized by the state. The program would enable the fifty percent of children currently not attending any preschool to start formal school with preparation equal to children who have the financial means. Moreover, by raising standards for private and public preschools, all of Hawaii's children will be able to receive an appropriate foundation for learning throughout their lives.

II. REORGANIZE GOVERNANCE AND MANAGEMENT. The public school system should be gradually shifted to a community-centered school system within a statewide structure that insures equity, quality, accountability, and support for local efforts. Under this proposal, local schools and community boards would have the authority to control their educational programs and to be accountable for results. Principals and teachers would be empowered to tailor their school to local conditions, and parents would have a choice of schools and small schools-within-schools. Authority in the system would be clarified so that statewide leadership could set high standards to guide the new system to the future.

Institute Universal Early Childhood Education
Strengthen the Teaching and Administrative Professions
Renew Secondary Schools
Renovate Facilities
Modernize Instruction and Curriculum
Reorganize Governance and Management

III. MODERNIZE CURRICULUM AND INSTRUCTION. Schooling should be focused so that all students can acquire the core knowledge, abilities and values needed for Hawaii's future as a multi-cultural society in the Pacific Age. Hawaii education should build an infrastructure for using educational technology and for training teachers and administrators so that they can create effective learning environments for every student. Under this proposal, schools would be given incentives to develop and implement flexible instructional approaches to match their students' needs. By using technology and a team approach, teachers can create small school environments where each student is given attention and inspiration to achieve.

IV. STRENGTHEN THE TEACHING AND ADMINISTRATIVE PROFESSIONS. The teaching profession should be strengthened by upgrading requirements for becoming a teacher, diversifying the roles of teachers, providing teacher-selected staff development, and empowering teachers to participate in school decision-making. The administrative profession should be strengthened by giving principals more responsibility for school performance, holding them accountable for results, and providing training for increased leadership skills and professional growth. The net effect of these proposals would be to make public school teaching and administering a more challenging, responsible, and attractive profession.

V. RENEW SECONDARY SCHOOLS. Secondary schools should be restructured so that all students can master core subjects by the tenth grade and then choose specialized education in high school or post-secondary institutions. This proposal calls for all secondary students to take a mastery test in the tenth grade, similar to the comprehensive examinations taken by students in many parts of the world. Pupils could then focus on their last two years of high school as a transition to their next step – higher education or work. Students choosing what they want to do, be it college preparation or vocational training, would bring motivation and excitement into the high schools of the future.

VI. RENOVATE PUBLIC SCHOOL FACILITIES. The state should renovate current facilities and construct new buildings to meet enrollment growth, population shifts, and modern instructional needs. Good facilities do not guarantee quality education, but poor facilities hamper attempts to achieve excellence. Inadequate school buildings – lacking needed maintenance and special learning equipment – tell the community, the students, and the professionals that the state does not hold education in a high regard. This report recommends a major investment to turn the current situation around in line with the decision to develop a world-class education system. However, study limitations prohibited an independent assessment of the exact needs in this area. Accordingly, this document does not propose any specific plan for facilities renewal.

I.

INSTITUTE UNIVERSAL EARLY CHILDHOOD EDUCATION

THE NEED FOR EARLY CHILDHOOD EDUCATION

About half of Hawaii's children enter kindergarten after attending a preschool or daycare center. Almost all these children go to private preschools, except for a small percent of the poor who attend the federally-funded Headstart program. These children receive an early start that can make a great difference in their achievement in school, their motivation, their belief in themselves, and their prospects in life.

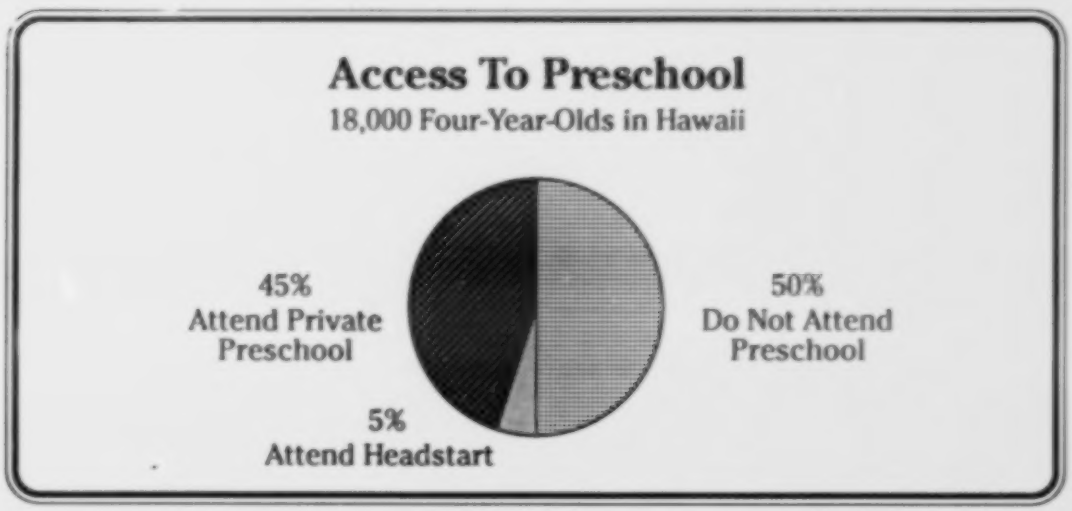
The children who do not receive preschool are more likely to be poor, to come from non-English-speaking homes or be new immigrants; and may lack the stimulation about the broad world context that exists in middle-class homes. These youngsters have a rich heritage and understanding of life to draw upon, yet many are deprived in comparison to children of their age and are likely to become lost in kindergarten. They fall behind in school because they start behind.

The benefits derived from high-quality preschool could be very great in Hawaii. More so here than on the mainland, traditional extended family and support networks are eroding. Multiple wage earners constitiute 62% of the families in this state compared with the national average of 54%. Hawaii ranks fourth in the nation in its proportion of working women, with 59% of the labor force currently comprised of females. These statistics reflect a profound shift in family structure and support. Families in Hawaii could traditionally depend on relatives to take care of their school-aged children, and it was not uncommon for a child to be raised by a relative to enable the child to attend a better school. Although this net of family support and obligation has not disappeared, it is less prevalent today and less possible.

Moreover, as our introduction noted, test scores indicate that many students in Hawaii need improvement in the verbal skills so important to modern commerce, business, and citizenship. Part of this problem stems from inadequate language development in the early years, particularly among Hawaii's ethnic groups for whom English is not a native language and is not always spoken at home. Early education holds the prospects for correcting this situation by establishing solid language development that would enable students to fully acquire English as well as other languages.

The evidence that preschool can elevate lifelong attainment and satisfaction is well documented. For example, the federal Headstart preschool program shows that minority students on the mainland who have attended Headstart are producing significant increases in their test scores. In Hawaii, the Kamehameha preschool is beginning to have many positive results, including test score gains.

The best-known research on the impact of preschool education involves a twenty-year study of a group of low-income Black students in the Perry preschool program in Ypsilanti, Michigan in 1968. The children in this program were matched with other children who did not attend preschool; otherwise the two groups received no intervention in their further schooling or non-school activities. The results were remarkable. After 20 years, the preschool group had higher academic achievement, higher college attendance rates, and higher salaried jobs; the other group had more dropouts, drug abuse, time in prison or reformatory schools, teenage pregnancies, and welfare. Extrapolating from this program, it has been estimated a $1 investment in preschool education returns $5.80 in reduced school and social costs.



THE RECOMMENDATION

The state should enable all children to receive quality preschooling beginning at age four.

1. **STATE SUBSIDIZES PRESCHOOLS.** All parents would be able to send their four and five-year-old children to state-subsidized preschool programs. The state subsidy would be based on a sliding scale according to family income.

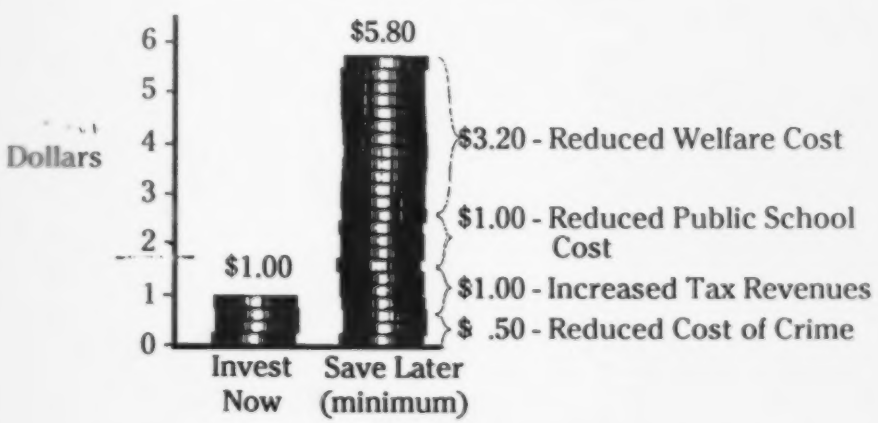
2. **PARENTS CAN CHOOSE PUBLIC OR PRIVATE PRESCHOOLS.** The state would award contracts to public and private preschools under the condition that they accept any child and provide quality care as defined in state regulations. Parents would have the right to choose among public and private preschools.

3. **PROVIDERS MUST OFFER HIGH QUALITY EDUCATION AND CARE.** All state-subsidized preschools would be required to group pre-schoolers together in an ungraded instructional environment based on their developmental needs. Other requirements would include a low child-to-teacher ratio, an upgraded certification of early childhood teachers, and the provision of health, nutrition, and parent education services.

4. **STATE OFFICE PROMOTES PUBLIC/PRIVATE PARTNERSHIPS.** A state office would administer the preschool program; help coordinate public and private efforts to expand information, referral, and parenting services; and work to increase the supply of preschools and qualified teachers.

Ypsilanti, Michigan 20-Year Study

Preschool Investment Yields High Returns



HOW TO INSTITUTE EARLY CHILDHOOD EDUCATION

Hawaii can be justly proud of state efforts to provide equal opportunity for all children. However, changing demographics and economics have combined to create an inequitable situation precisely at one of life's most pivotal junctures – the beginning of schooling. In light of this new reality, Hawaii should establish the opportunity for all children to attend quality preschool. Many other countries have made this national commitment. Hawaii's unique cultural diversity, deep concern for the welfare of all children, and active private preschool sector make this state ideal to lead the United States in a commitment to universal early childhood education.

1. **State subsidizes preschools.** This recommendation calls for the state to subsidize preschool education so that all parents would have an opportunity to send their four and five-year-old children to preschools. Many states now have small programs that, like federal Headstart, are exclusively for the poor. Such a focus means that children from low and moderate income families do not send their children to preschool. Moreover, programs for the poor or low income children keep children from the same background together and could continue a class separation into later life. It is, therefore, essential that Hawaii preschool education be universal in order to continue the goal of egalitarianism in Hawaii society.

However, we also recommend that all parents pay a fee for state-supported preschool based on a sliding scale according to family income. Having each parent pay a portion of the tuition would reduce the program's cost to the state, but just as importantly, it would create an incentive for parents to feel ownership of and actively participate in "their" preschool.

2. **Parents can choose public or private preschools.** Hawaii now has in place approximately 400 preschool or daycare centers of various sizes and approaches. This diversity is both needed and appropriate – parents should have the right to choose a style of preschool that fits their sense of what is best for their child. The DOE would find it difficult and not fiscally efficient to provide such diversity, particularly in light of its need to improve elementary and secondary education. In short, the existing private school network needs to be seen as a partner in providing quality preschool for all children in Hawaii.

The recommendation therefore calls for the state to support a mixed system of public and private preschools. California is one state that has such a system for poor and abused children. The mechanism for providing the state subsidy would be a contract awarded to a (public or private) preschool for delivering specified services at a prescribed level of quality. Contractors would have to abide by state regulations, and their contract would not be renewed if they did not perform adequately. An alternative approach could be a voucher to each parent, but we do not recommend a voucher because it does not give the state adequate means for ensuring quality preschools.

3. **Providers must offer high quality education and care.** Preschools in Hawaii, as well as elsewhere, differ in their quality. A low quality preschool program may be worse than none at all. Such groups as the National Association for the Education of Young Children have published guidelines that define the general parameters for quality preschools. These guidelines suggest that preschools emphasize education appropriate to the stage of development of each child and deemphasize premature structured academics. Many countries, including Japan, Sweden, and the Soviet Union, take this approach and have universal preschooling of the type described here with formal education not beginning until age seven.

Kamehameha Schools Study, 1988

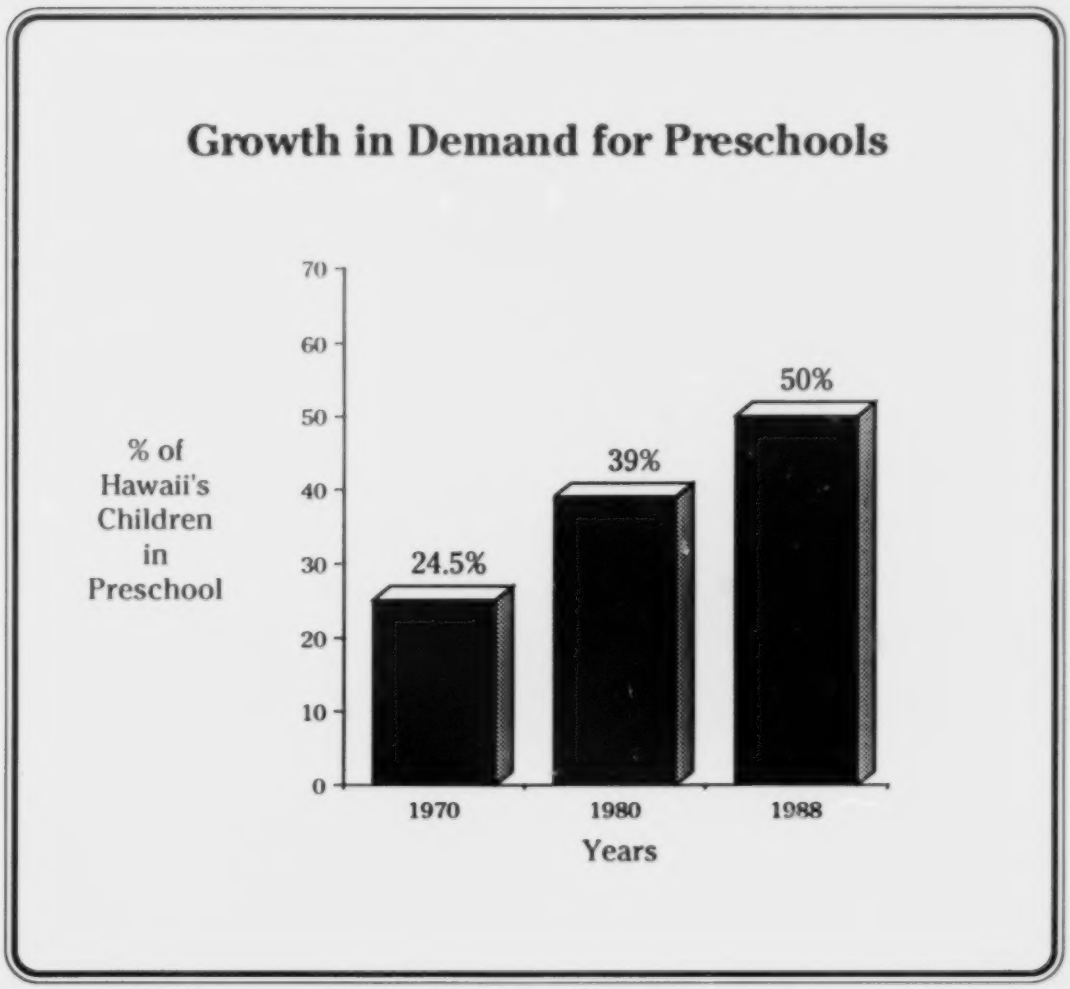
Kamehameha Preschool Shows Gains

Hawaiian children who attend Kamehameha Schools/Bishop Estate preschools "began their educational careers (in kindergarten) with a significant educational advantage over those who did not." These students achieved higher test scores upon entering kindergarten than both (a) Hawaiian children statewide, and (b) the total population of children (in DOE) statewide.

HOW TO INSTITUTE EARLY CHILDHOOD EDUCATION

Keys to the provision of quality preschool education are well-prepared teachers and a low ratio of children to teachers in the preschool. The details of our recommendation suggest specific means for ensuring these elements of quality. In effect, we propose that teachers in preschools be given status and pay comparable to elementary teachers in the public system.

4. **State office promotes public/private partnerships.** An initiative of this scope and magnitude will require the cooperation of many sectors of Hawaii society. Facilities need to be secured, information made available, parent education and parent services provided, and teachers and helpers recruited. There must, in short, be a concerted effort by the broad community to make universal early childhood education a pillar for Hawaii's future. We recommend that a state office be created to help coordinate this effort, knowing full well that much energy and resourcefulness from citizens, businesses, and government agencies will be needed to make this a model for the future.



II.

REORGANIZE GOVERNANCE AND MANAGEMENT

THE NEED TO REORGANIZE

As a centralized system, Hawaii's Department of Education encompasses all aspects of K - 12 education – from planning policy to running school and district operations; from providing teaching credentials to hiring teachers; from mandating new programs to evaluating them; and from administering schools to assisting them. This comprehensive centralization has historically served Hawaii well. It has transplanted education from its roots in the plantation and the English standard school to a fully functioning education system for all the people. Different cultures have been woven together toward common goals of a productive life. An administrative structure now exists that assures equity of funding to a diverse population throughout the Islands. In this, Hawaii education is the envy of the nation. Central financing and equitable distribution are foundations for public education that should be retained and further strengthened.

Times have changed, however. The education stakes are higher, and the failure of any child to learn to function effectively in our increasingly complex world is greater. Hawaii must now seek a higher level of excellence for all its students.

To do so, it must build on its current strengths and remove those organizational barriers that are preventing educators and communities from providing high quality education. The majority of our survey respondents cited three major organizational weaknesses:

- Public education lacks a clear sense of mission. Many goals and conflicting priorities are set, but there is no coherent vision guiding education. This problem arises in part because the state-level authority among the Board, the Superintendent, the Governor, and the Legislature is ambiguous and unclear.

- The current system has become overly centralized and does not have a clear delineation of responsibilities. The multiple layers of decision-making have created a situation in which accountability is diffuse, and overlapping roles and responsibilities make it hard to exercise leadership.

- Local creative energies are not being tapped. Parents and community members often find it difficult to influence their schools, creating a lack of involvement, identification, and trust. Many principals and teachers work in an environment where they do not feel responsible for taking initiative and, in too many cases, wish to work elsewhere.

These deficiencies cannot be corrected by fine-tuning. They are systemic problems requiring reorganization.

THE RECOMMENDATION

Hawaii should gradually shift public education toward a community-centered school system within a statewide structure that insures equity, quality, accountability, and support for local efforts.

1. **LOCAL COMMUNITY SCHOOL BOARDS HAVE DECISION-MAKING AUTHORITY WITHIN STATE SYSTEM.** At each school complex, parents and the community would elect a local board to oversee the schools' educational program. The state would continue to finance public schools equitably and maintain statewide salaries for all school employees.

2. **SCHOOLS ARE RESPONSIBLE FOR EDUCATIONAL PROGRAM.** Schools would determine their educational process and hire their staff. Faculty would participate fully in school decision-making.

3. **SCHOOLS ARE HELD ACCOUNTABLE.** The DOE would publish school report cards, monitor school fiscal and academic performance, and develop student tests, the results of which would be disseminated to parents and communities. Subject to BOE approval, the DOE could intervene in special needs schools to help them achieve excellence.

4. **PARENTS HAVE RIGHT TO CHOOSE SCHOOLS.** Parents would choose schools and schools-within-schools subject only to fair and publicly-known limitations.

5. **DISTRICTS AND PRACTITIONER COOPERATIVES SUPPORT SCHOOL DEVELOPMENT.** Districts would focus exclusively on providing technical assistance for schools but have no role in administering, managing, or monitoring schools. Fee-for-service school cooperatives would be established to provide practitioner-based staff development for teachers and administrators.

6. **DOE PLAYS CENTRAL ROLE IN R&D.** In addition to administering and conducting planning and evaluation, DOE would do research and development aimed at keeping the system on the forefront of educational progress.

7. **BOE SETS STATEWIDE POLICY AND IS PART ELECTED, PART APPOINTED.** The state Board of Education would be partially elected and partially appointed and serve in a capacity similar to a Board of Regents. It would set goals, determine broad policies, and forward budget requests to the governor.

8. **SUPERINTENDENT PUT ON CONTRACT.** BOE would appoint the superintendent who would serve on a multi-year contract.

HOW TO REORGANIZE

The recommendations for reorganizing K-12 governance and management aim to:

- streamline and clarify roles and responsibilities in the system so that clear statewide goals can be set, leadership exercised, and accountability established
- create infrastructure to support excellence
- release local creative energies.

The foundation of the current structure — state financing of the schools and assurance of equity — would be maintained and strengthened. The proposals however would gradually shift the balance of authority so that schools would have responsibility for delivering quality education and be held accountable for results by the community and the state. The figure below illustrates this proposed community-centered school system. The following discusses each recommendation.

1. **Local community school boards have decision-making authority within state system.** Effective schools — whether public or private — require community support and involvement, in part to make sure that the school's programs capitalize on the special characteristics of each school's students. In recognition of this, the BOE mandated School Community Councils in 1978. However, these councils have little authority. Consequently, most are either ineffectual or defunct.

This recommendation proposes that the current School Community Councils be changed to locally-elected Community School Boards (CSB) that would have authority to oversee school plans and programs. (See the box at the bottom of the next page for CSB responsibilities.)

Collective bargaining agreements would continue to be negotiated at the state level, insuring equitable pay and working conditions, but Community School Boards would hire principals, faculty, and staff. In this process, they would have to comply with collective bargaining agreements, and their selection would have to be screened for procedural matters by DOE. Otherwise, the CSB's hiring decision would be final.

Regarding principals, we recommend a revision of current procedures. After a period of transition, principals would be hired by the Community School Board on a four-year renewable contract and transfer rights would be phased out. Current principals would retain their tenure rights in DOE as this shift occurs. Principals'

The Community-Centered School System

State Board Sets Policies. Financing, Collective Bargaining, and Facilities Maintenance are Statewide.
Professional Board Certifies Teachers.
Teachers and Principals Hired by School.
Practitioner Cooperatives Provide Staff Development and Technology Services.
Parents Choose Schools and Schools-within-Schools.
Districts Provide Technical Assistance.
Elected Local Community Boards Oversee Schools.
DOE Insures Accountability. Provides System Planning and R&D.

salaries would be increased by twenty percent (with secondary school principals receiving higher pay raises). A DOE member would advise the CSB on candidates but the hiring authority would rest with the CSB. Members of the School Leadership Council (composed of the principal and faculty) would forward nominations of principal and teacher candidates to the CSB. In the event of teacher or principal dismissal proceedings, the DOE would convene a special panel to assist the process.

In most cases, the Community School Board would oversee a complex of a high school and its feeder schools. Given Hawaii's diversity, a rigid formula for defining a complex would be inappropriate. Instead, we recommend that the BOE propose natural community-based complexes that allow for variations within and between the different Islands. The key point is that the community school boards should serve and strengthen coherent communities – and not be too large. We recommend that the Community School Board should not encompass a district. The mainland's experience with district-based systems, as opposed to the community-centered school system proposed here, has not been satisfactory. Many mainland districts, except for smaller ones that encompass a single community, have become bureaucratized and have lost the essence of being responsive to local conditions. The national movement to decentralize schooling speaks directly to this concern — a situation that Hawaii should not replicate.

The idea of local boards is not unusual — for example, most private schools and many public schools on the mainland work this way. However, though the Community School Boards would assure that Hawaii's cultural and geographic diversity would be honored at the local level, they would not be responsible for raising operating or capital funds. Instead, the present system of state financing would be continued.

2. **Schools are responsible for educational program.** We propose that the state Board set goals, and establish mastery tests and graduation requirements; but that schools be responsible for deciding how students will reach these goals. The DOE has been seeking

Responsibility in Community-Centered School System

STATE BOARD:	Sets broad policy, recommends statewide budget, sets standards and goals, negotiates statewide salary and collective bargaining agreements.
DEPARTMENT OF OF EDUCATION:	Administers public elementary and secondary education, assures equity and accountability, conducts evaluation and planning, handles dismissal and grievance procedures, and provides R&D. Intervenes in special needs schools, publishes school performance reports, and develops statewide tests.
DISTRICTS:	Provides technical assistance to schools, but does not manage or monitor schools. Organizes special transition teams for each school to insure a smooth phase-in of the reorganization.
COMMUNITY SCHOOL BOARD:	Oversees school development plans, school budget, and hiring of personnel.
SCHOOL LEADERSHIP COUNCIL:	Designs and implements educational program which is approved by community school board. Creates lines of leardership through principal and teachers.

ways to have schools take more flexibility in designing programs that match the needs of their students. Local design rather than adherence to a uniform central approach is the best way to increase the learning of all students regardless of where schools are located. Some schools have gone far in designing distinctive programs. But most schools in Hawaii approach the curriculum and instruction in very similar ways. Because principals and teachers have been reared and socialized in the current structure, they see their job as delivering the best education they can, given the guidelines defined by the DOE. Yet the DOE cannot know – and therefore ought not to be able to mandate – what approaches, schedules, and learning environments will be best in each school. Only when the structure is reorganized so that schools are responsible for their educational program will the creative energies of principals and teachers turn toward truly defining a program best suited for the circumstances at their schools.

Recommendation III proposes training, incentives, and resources that principals and teachers will need to enable them to fully design new programs for the future. In addition, we propose that schools and principals be given larger educational program budgets and latitude in expending these funds for developing the school program . The school would also have a School Leadership Council composed of the principal and teachers selected by other teachers (see recommendation IV for a description) which would insure faculty participation in the planning and implementation of the educational program.

3. **Schools are held accountable.** In the current system, responsibility is diffuse and consequently, accountability is focused on administrative matters, not on school performance. Who is currently responsible if students are not performing well at a school? When we asked this question in numerous interviews, people would place responsibility in very different locations— the students, the parents, the teachers, the principal, the district, the DOE, the Board, the Legislature, the Governor, the system. Without clear responsibility, accountability — and therefore improvement — is not possible. We recommend that schools have responsibility to design educational programs and be held accountable for results.

Accountability would occur in two ways. First, the school would be accountable to its community. The Community School Boards enable community participation and, therefore, the community can apply pressure directly on the schools. But to act responsibly, parents will need information about programs, conditions, and student performance at the school. The DOE has started school performance report cards, which should be encouraged and fully implemented, and which should include information of importance to parents. This information also would be essential because parents would have more extensive rights to choose among schools.

Second, the DOE with BOE approval would be empowered to intervene in schools that had special needs and had not been able for a period of years to cope well with their situation. The data suggest that a number of such schools exist in Hawaii, as we previously discussed. The solution to their problems go beyond statewide reforms; a more direct and specialized effort is needed. In these cases, the DOE would intervene to assist the schools by establishing a special school improvement plan; by adding more resources to the school for such matters as improving facilities and increasing the number of faculty, specialists and counselors; and by relaxing collective bargaining restrictions that might impede the hiring of a new principal, faculty members, and staff.

4. **Parents have right to choose schools and schools-within-schools.** In the current system, parents are obliged to send their children to the public school in the parents' area of residence. If they are unhappy, they can send their children to private schools or seek a district exception. Last year 13,000 district exceptions were granted. This process often results in frustration for parents, according to their vivid testimony to us. A simple and fair procedure should be adopted which would allow parental choice of schools, within reasonable constraints that safeguard the public interest in equity. Namely, a parent could choose any school, and if the school were over-subscribed, then priority would be given to children who live in the area, whose parents work in the area, or whose siblings attend the school. Once these (or other fair and public conditions) were satisfied, a lottery would be held for the remaining children.

We also recommend that incentive grants be given for larger schools to develop schools-within-schools — that is, distinctive educational programs that would service perhaps 200 students and be located in one school building. (This extends the current DOE program of learning centers to cover a full program.) Parents (and teachers) could choose among these schools-within-schools and, therefore, have the type of education they want for their children without having to go to a private school or find another public school that may be far away. Such schools-within-schools enable the creation of a small school environment. The combination of choice and a small school environment can alter the spirit of a school and heighten the

motivation of students, leading to more learning and excitement. These results have been achieved in numerous schools-within-schools on the mainland.

5. **Districts and practitioner cooperatives support school development.** In the current system, districts are caught in the middle. Their charter is unclear, and they presently both monitor schools and assist them. This dual responsibility has prevented the development of trust between school and district, according to a number of our respondents, and therefore has made it hard to do either job well. We recommend that these tasks be separated with the districts serving the role of facilitating school efforts; particularly by providing technical support on curriculum, instruction, and counseling. We also propose that districts be responsible for establishing transition teams to assist schools in developing their new responsibilities. Districts would no longer have any managerial authority over the schools — for example, they would no longer approve appointments or require the schools to follow a set curriculum or a special program. The necessary role of monitoring the schools and administering the system would rest exclusively with the state-level offices of the DOE.

In addition to their need for technical assistance, principals and teachers need much more extensive staff development than they currently receive in Hawaii. For reasons discussed in recommendation III, we recommend that schools form cooperatives to deliver staff development tailored to the needs of each school.

6. **DOE plays central role in R&D.** Currently the DOE has more responsibilities than it can effectively handle. Under the proposed reorganization, DOE would streamline its activities. It could focus on administering the system; on conducting planning and evaluation; on assuring accountability in the ways discussed above (including designing student tests); on developing the system's budget; and on conducting collective bargaining and monitoring agreements. In addition, we propose that the DOE be responsible for intervention in special needs schools. Finally, it is crucial that the DOE establish an even stronger role in research and development. Concerted and high quality R&D will be vital as the entire system seeks a new level of excellence.

7. **State Board of Education sets statewide policy and is part elected, part appointed.** Virtually all our survey respondents and interviewees felt that the present method of selecting Board members prevented the Board from exercising coherent leadership. Many felt elected members were important — provided that the current election procedures were simplified — in order to insure that citizens had an avenue for expressing their concerns and that power was not overly concentrated. Many others felt that appointed members were necessary to guarantee expertise and nonpolitical perspectives. Both points of view have considerable merit. We therefore recommend a Board consisting of fifteen members, with eight elected (four from each congressional district, with two per district being elected every two years) and seven appointed (one from each educational district appointed by the governor and confirmed by the Senate, with members chosen according to qualifications that ensure a cross-section of expertise). This Board would set broad policies and budgets, but not have authority to control operations. Since its role would be similar to a board of regents, the Board could concentrate on providing leadership.

8. **Superintendent put on contract.** Improving education will take time and stable leadership, but Hawaii's record reveals instability at the crucial position of Superintendent. We recommend that the Superintendent be given a multi-year contract that could be renewed based on her or his performance. This time would allow the Superintendent the opportunity to develop and implement a coherent plan for Hawaii education.

Phi Delta Kappan, June 1987

Schools-within-Schools a Success in East Harlem

Teachers started mini-schools in New York City's District 4 in East Harlem— one of the city's most troubled areas. Parent, student, and teacher choice has transformed failing schools into successful and exciting places to learn. Only a few years after their inception, the programs were adopted by other district schools.

III.

MODERNIZE CURRICULUM AND INSTRUCTION

THE NEED TO MODERNIZE

How can Hawaii retain its uniqueness as a multi - cultural society and move rapidly to meet the demands of the 21st Century? This issue transcends education; yet education is essential to its solution.

As the information age becomes a reality, the public schools will face higher expectations. Many desireable jobs will require more than functional literacy. The tourist industry and military - related services currently provide the bulk of employment in Hawaii. State leaders in the public and private sectors believe that Hawaii must further diversify the economy. But whether they are in the service industry or in other industries, good jobs will require a new level of literacy — higher-order skills, the ability to problem-solve, think creatively, and learn-to-learn — and a working grasp of computers and telecommunications.

The questions for the future transcend economics. Hawaii is situated to create a bright future as the crossroads of the Pacific. Its diverse people represent the real resource that will spell the difference as to whether this state will prosper in the Pacific Era. If the public school system is to contribute to this future, the curriculum must be revised and standards must be raised to strike a balance between students learning skills for the 21st Century and the state maintaining the rich heritages that define Hawaii's distinctiveness.

Updating the public school curriculum is only one-half of the task, however. New and effective instructional approaches also must be developed and used. During the last twenty years, practitioner-based research has identified classroom management strategies, school organization structures, and instructional techniques that have proven to be more effective for more children than traditional teaching and organizing methods. The United States' education systems have historically disseminated effective practices in a halting fashion, at best. Hawaii, in particular, has a special problem in identifying and testing new methods because of its physical separation from the mainland. Even when promising practices have been identified and been adopted by DOE — usually by mandate — many have not taken root.

The problem lies in implementation. Research studies have shown that innovations mandated in a top-down fashion have seldom gotten the support of teachers. Successful implementation requires planning, training, and a process of mutual adaptation in which the innovation is adapted to the school's context and vice versa. In other words, it requires local ownership and continuous staff development for teachers and principals.

THE RECOMMENDATION

Schooling should be focused so that all students can acquire the core knowledge, abilities, and values needed for Hawaii's future as a multi-cultural society in the Pacific Age. Hawaii education should build an infrastructure for using educational technology and for training teachers and administrators so that they can create effective learning environments for every student.

1. **THE STATE SETS CORE EXPECTATIONS AND MASTERY TESTS GEARED TO EXCELLENCE AND RELEVANCE FOR HAWAII'S FUTURE.** The BOE would establish core competencies and mastery examinations at grade six and ten so that schools would gradually revise and focus their curriculum to enable all students to master core competencies, learn the languages and the cultures of Pacific Basin countries, and use new technologies extensively.

2. **SCHOOLS HAVE INCENTIVES TO CREATE EFFECTIVE LEARNING ENVIRONMENTS.** Schools would be awarded incentive grants to use effective instructional approaches that might include

   - schools-within-schools
   - mastery and cooperative learning strategies
   - flexible and year-round schedules
   - technology use.

3. **PRACTITIONER COOPERATIVES DELIVER REQUIRED STAFF DEVELOPMENT, AND A SERVICE CENTER PROMOTES TECHNOLOGY TRANSFER.** Semi-autonomous fee-for-service cooperatives would be instituted to provide staff development and to prepare principals for new leadership roles. A Technology Use Network would provide schools and individual teachers with assistance in the use of educational technologies.

HOW TO MODERNIZE CURRICULUM AND INSTRUCTION

Educators often are asked to implement too many goals, but are not provided the means to achieve them. Hawaii's principals and teachers in particular, have had to confront waves of new mandates and programs that suffocate their limited time and resources. This situation must be changed.

We propose three ways to do so. First, though it is necessary and appropriate for the state to set goals for the system as a whole, those goals must be limited, focused, and stable. The BOE and the Legislature should focus on these priorities and resist the understandable desire to add additional priorities that may be peripheral to the schools' main mission.

Second, schools should decide on how they will translate state standards into their educational program. An earlier recommendation (see Recommendation II) proposed that local schools have authority to design their own programs. This means that a school's curriculum would have to meet state standards and goals, but be locally created (with the help of district facilitators if the school so desired). It also means that instruction would become a local matter. Therefore, state authorities would not mandate new instructional programs. Instead, they would use incentives to influence local decisions.

Third, teachers and administrators will need training to do their jobs effectively. This proposal discusses an approach to providing the needed training that balances state priorities with local needs.

1. **The state sets core expectations and mastery tests geared to excellence and relevance for Hawaii's future.** The BOE has established standards in the Foundations Program (see Recommendation V for a discussion of the Foundations Program and mastery tests). We propose that the core competencies be reviewed and revised (if necessary) to reflect a limited set of essential state priorities. In doing so, the BOE must balance the need to maintain Hawaii's unique multicultural traditions with the importance of students' need to learn skills appropriate for the information age.

This report does not recommend specific core competencies. Rather, we propose that BOE consider the following in setting core competencies:

> All students should be expected to master reading and writing, have an understanding of their own heritage and of Western and Pacific cultures, be fluent in standard English and a language of Pacific Basin nations, develop critical and rigorous thinking, possess practical competence in the use of technology, and acquire an awareness of social and scientific thought.

The core competencies would serve to upgrade Hawaii's current testing program. We recommend that the current HSTEC examinations be gradually turned into mastery examinations that students would take at grades 6 and 10. These exams would become knowledge-based tests interpretations of which would be easily understood by students, parents, and teachers. The tests should be much more than multiple-choice, computer-graded examinations. Instead, they should include writing and problem-solving activities that would be graded by teachers, not machines. Assuming that these tests were well-constructed, they would, and should, guide the development of curriculum at the school level. (For a further discussion of mastery tests, see Recommendation V.)

2. **Schools have incentives to create effective learning environments.** In the new proposed system, the state could not mandate instructional approaches; instruction would be the local schools' responsibility. Nonetheless, the state, and particularly the DOE and BOE, would have the responsibility to encourage schools to develop effective learning environments for all students. Indeed, DOE's role in R&D should be expanded to help disseminate information about successful practices in educational systems around the world. In the absence of mandates, incentive grants awarded to schools on a competitive basis would be a main policy instrument to influence local schools

We recommend that over a period time the DOE provide incentive grants in the following areas:

- **Schools-within-schools** A school-within-a-school is a distinctive educational program that includes all the courses for a small group of students (see Recommendation II for a further explanation). Several such mini-schools can be housed within one physical location. By allowing teachers and community members to develop different instructional approaches at each mini-school, parents and students can choose an approach most suited to their needs. Schools-within-schools have worked successfully throughout the country. An example is illustrated below. One form of schools-within-schools is specialized education for grades 11 and 12 (see Recommendation V).

- **Mastery and cooperative learning strategies** These instructional approaches offer the greatest advantage for academic development to the largest number of students and have the potential for helping the diverse student population in Hawaii.

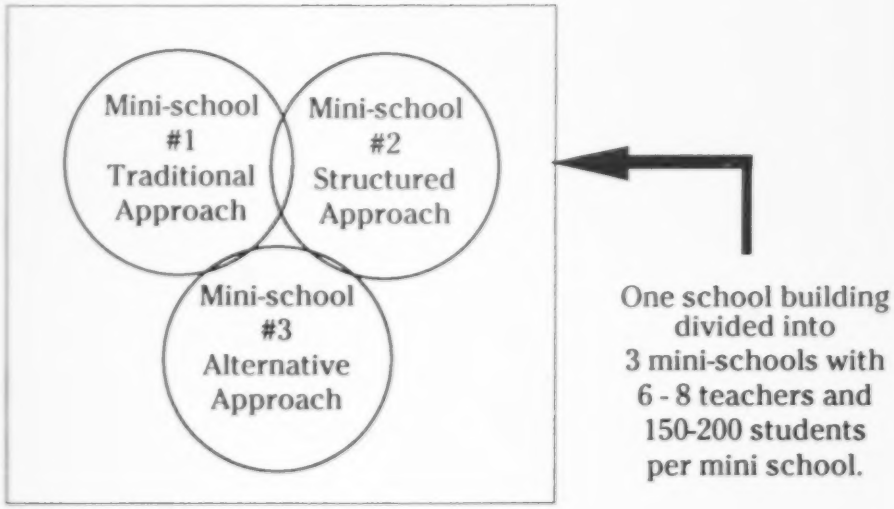
- **Flexible and year-round schedules.** Year-round schooling is presently being piloted in Hawaii. Besides potential savings on facilities, it holds the promise of allowing much more flexibility for schools to create a mix of educational programs to match the pupil diversity at the school.

- **Technology use.** We propose that Hawaii make a major commitment to integrate technology into school management, classroom management, and instruction. The incentive grants would pilot model school programs for technology, drawing on the existing school use.

3. **Practitioner cooperatives deliver required staff development, and a service center promotes technology transfer.** Relatively speaking, Hawaii does an excellent job of developing curriculum, but has only begun to build the capacity to design and deliver staff development. Thus far, it has relied too heavily on con-

Schools-within-Schools in Minneapolis

Parents Choose from Distinctive Instructional Approaches


Mini-school #1 Traditional Approach
Mini-school #2 Structured Approach
Mini-school #3 Alternative Approach
One school building divided into 3 mini-schools with 6 - 8 teachers and 150-200 students per mini school.

sultants from the mainland. Though important as a source of ideas, outside consultants cannot fill the need for continuous on-site staff development. The effort to move to a higher level of excellence will require Hawaii public schools to build an infrastructure to develop high-quality training responsive to teachers' and administrators' needs.

Research has identified effective principles for delivering staff development. Perhaps the most important principle is also the simplest and the one most contrary to current practice: teachers and administrators should participate in deciding the training they receive and how it should be delivered. The best models of practitioner participation in staff development are teacher centers that operated a decade ago. Based on this and other successful examples, we propose that Teacher Cooperatives be gradually instituted and staffed by Resource Teachers and teachers on assignment. The majority of the members on the policy board of the Cooperatives should be teachers, and perhaps between three and seven cooperatives (corresponding to the current districts) might be started. Because teachers would control the Cooperatives, they could determine appropriate forms of staff development.

Moreover, we also recommend that schools have authority to "purchase" services from the Cooperatives. This fee-for-service approach would be another means to promote Cooperative responsiveness to school demands. In addition, we propose that teachers be given ten days of staff development time that would not compete with instructional time. (Five days would be assigned from the current ten-month contract, and an additional five days would be added to the current contract with full compensation.) Thus, the two key ingredients essential for effective staff development, but now missing in Hawaii, would be added — namely, teacher control and time.

Similarly, we propose that a comparable Administrator Cooperative be gradually developed to provide state-level staff development for all principals and vice-principals in effective management and planning practices, either on-site or during scheduled summer programs. Current leadership training for principals could be folded into this Cooperative with the main difference being essentially that principals would receive assistance from their peers at their own request.

Finally, we recommend a Technology Use Network to provide services in the special, rapidly-evolving area of educational technology and telecommunications. This network would be a key element in the major commitment we believe Hawaii could incrementally make toward the goal of all students, teachers, and administrators using technology extensively throughout the public school system. At present, Hawaii public schools and the community colleges have made reasonable investments in computer and associated equipment. The next step is to motivate and train people to use the equipment in ways that facilitate the integration of technology into the classroom and school office. The Network, also operating partly on a fee-for-service basis, would provide a range of technology transfer services, including training teachers and administrators. Working with content area specialists, the Network staff would develop new and innovative instructional approaches in response to the need of individual schools and communities.

S. Kansas ESC Bulletin, 1988

An Effective Fee-for-Service Center

The Southeast Kansas Education Service Center has been providing services to schools and districts since 1977, yet receives no state or federal funding. All funds to operate the ESC come from the agencies that contract for their services. They have grown to a $10 million program of 111 services that range from special education instruction to staff development and innovative instructional media delivery and repair services. The Technology Use Network and the Cooperatives could use this and other consumer-oriented centers as models.

IV.

STRENGTHEN THE TEACHING AND ADMINISTRATIVE PROFESSIONS

THE NEED TO STRENGTHEN THE PROFESSIONS

Historically, the majority of Hawaii's current teachers entered the profession at a time when education represented an avenue for social and economic advancement. These teachers have been a mainstay in Hawaii's development of public education, and they constitute a competent and hardworking faculty.

As knowledge has greatly expanded and students' educational needs have gone from basic literacy to learning to learn and to think creatively, the demands on teachers have continued and will continue to escalate. Throughout the nation, studies have called for upgrading prerequisites for becoming teachers and providing opportunities for continuing professional growth and development. The Holmes Group, consisting of representatives from the College of Education, UH-Manoa; the Department of Education; the Kamehameha Schools; and the Hawaii State Teachers Association, echoes a similar view.

Quality teaching goes beyond high standards for entering teachers and staff development for current teachers. Working conditions in Hawaii, as throughout the nation, need to be changed. Presently, teachers are overburdened. They do not have adequate time to be creative and keep abreast of their fields, particularly because of the distance between Hawaii and the mainland. The answer to the time problem realistically lies in teacher teams, extensive use of technology, and more flexible arrangements of school/course time and schedules. Schools throughout the nation are experimenting with these more productive ways of organizing instruction, as the preceding section discussed. These approaches cannot be effectively implemented unless the roles of teachers are diversified. The future of the teaching profession, according to many educators and national reports, lies precisely in expanding the very concept of teaching so that teachers can apply their unique skills in ways appropriate to the expanding knowledge base and the needs of their students.

Finally, the essence of being a good teacher is being able to exercise professional judgement about the learning environment for each student. Yet it is surprising how little influence teachers have on decisions that affect their teaching. The new system envisioned in this report assumes that teachers will have more responsibility, and that they therefore need to participate more fully in school decision-making.

The Carnegie Foundation for the Advancement of Teaching, 1988

Teacher Involvement in Decision-Making

An overwhelming majority of the nation's and Hawaii's teachers currently do not participate in the key decisions affecting their classrooms and schools. WhileHawaii's teachers may help choose textbooks and shape curriculum, most do not participate in selecting teachers and administrators at their schools, nor are they involved in teacher evaluation, staff development, budget, student placement, promotion and retention policies, and standards of student conduct. Ernest L. Boyer notes that "In the next phase of school renewal, educational leadership must be school-based."

THE RECOMMENDATION

The teaching profession should be strengthened by upgrading requirements for becoming a teacher, diversifying the roles of teachers, providing teacher-selected staff development, and empowering teachers to participate in school decision-making. The administrative profession should be strengthened by giving principals more responsibility for school performance, holding them accountable for results, and providing training for increased leadership skills and professional growth.

1. **CANDIDATE TEACHERS MEET HIGH REQUIREMENTS.** Teacher candidates would complete a Master's degree, pass a rigorous professional examination, serve a three-year internship, and meet certificate renewal requirements every seven years.

2. **PROFESSIONAL BOARD SETS TEACHER STANDARDS.** A Hawaii Teaching Standards and Certification Board would be established to set professional standards, issue and revoke teacher credentials, and oversee beginning teacher evaluation.

3. **TEACHERS HAVE NEW ROLES AND RESPONSIBILITIES.** New categories of teachers would be added to increase the productivity of teaching.

4. **ALL TEACHERS HAVE TRAINING AND PROFESSIONAL GROWTH AS PART OF THEIR JOB.** Teachers would be given additional time to attend staff development given by teacher cooperatives or other providers.

5. **FACULTY SERVE ON SCHOOL LEADERSHIP COUNCIL.** Teachers would participate in school decision-making through service on a School Leadership Council which would work with the principal on school policy.

6. **ADMINISTRATORS RECEIVE MORE RESPONSIBILITY AND TRAINING.** Principals would serve on a twelve-month contract that would include a requirement for training for professional growth and participation in an administrators' cooperative.

HOW TO STRENGTHEN THE PROFESSIONS

Hawaii currently has a teacher shortage, particularly at the secondary school level. It is anticipated that 750 new teachers will be needed per year for the next decade. One reason for the shortage is the low salary level, which until recently had seriously lagged behind pay levels on the mainland. Other causes are the issues of professionalism and working conditions. It will continue to be hard to attract and retain quality instructors in public education unless professionalism is increased and working conditions are improved. The recommendations proposed in this section and in earlier sections deal precisely with these issues. Their net effect would be to make the teaching profession more attractive and education more effective and creative.

1. **Candidate teachers meet high requirements.** The public needs to have assurances that teachers know the material they will – or are – teaching. The most satisfactory way to provide these assurances is for new teachers to pass a rigorous professional test, much as lawyers, doctors, psychologists and other professions do today. Currently, Hawaii teachers take the National Teacher's Examination (NTE), but this test is at too low a level for the increasingly demanding field of teaching. Moreover, by taking appropriate portions of the new professional teachers' exam relevant to their areas of teaching every seven years, teachers will be able to demonstrate their continuing mastery of their profession.

But subject-matter knowledge alone does not make a good teacher. Teaching is an art that is learned by doing, after a grasp of teaching fundamentals has been absorbed. To facilitate this process, we recommend a requirement of a Master's degree rather than today's Bachelor's degree for beginning teachers. First, the Master's would enable candidates to receive pedagogical training in the effective instructional techniques discussed in Recommendation III. Second, it would enable them to have an additional six months of student teaching at special teaching centers throughout the islands. Given the diversity of the student population in Hawaii, this exposure will increase the chances that new teachers will master the complex art of teaching while learning to manage the classroom in the often difficult circumstances of a new position.

The difficulty of being a new teacher also suggests that teachers should serve a three-year apprenticeship under the tutelage of experienced teachers (whom we call Lead Teachers).

2. **Professional Board sets teacher standards.** We recommend that a Hawaii Teaching Standards and Certification Board be established to further the professionalization of teaching. Under the current system, the DOE certifies teachers based upon the course content taken and successful completion of the NTE. The creation of a separate Board would remove certification from the DOE and allow professionals to set appropriate standards and procedures. To achieve professional balance, the policy body of the Hawaii Teaching Standards and Certification Board would consist of four teacher representatives; and four representatives from teaching colleges, universities, and experts in the fields of teacher evaluation, testing, and training.

3. **Teachers have new roles and responsibilities.** We propose that several new categories of teachers be added to the teaching force, as depicted in the figure below. One new category would be the Lead Teacher who would have responsibilities in addition to those of teaching. A Lead Teacher would work on an eleven-month schedule and earn twenty percent more than other teachers with similar seniority and educational background. The Lead Teacher would be a mentor for new teachers (whom we call Interns) serving a three-year apprenticeship. In addition, the Lead Teacher would coordinate the activities of a group of teachers organized as a team. The concept of a team is very flexible and is not intended to limit how schools can arrange their teaching force. Hawaii has had experience with one form of teaming in the now defunct 3-on-2 system that was briefly mandated from 1968 to 1976. We do not propose that any team arrangement be mandated, only that the Lead Teacher role be made available to 10% of classroom teachers, so that schools may experiment with ending teacher isolation and organizing teaching in more productive ways.

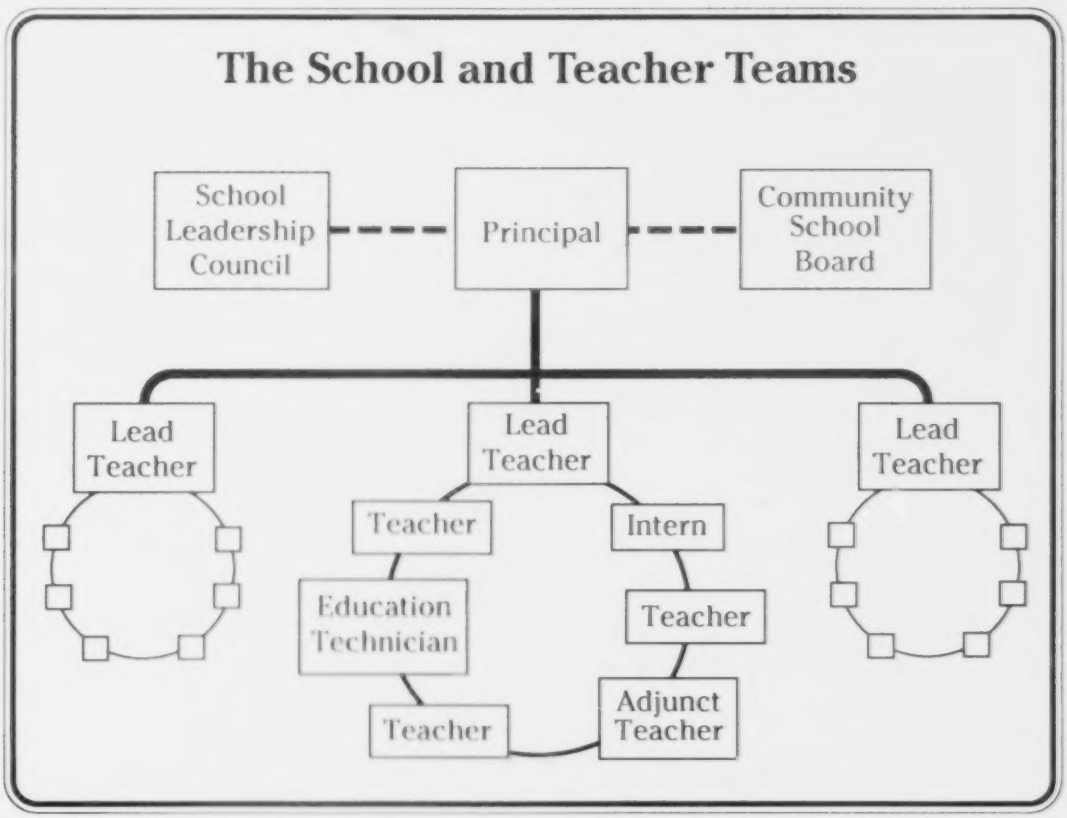
A second new category would be the Education Technician who would be a paraprofessional to assist teachers in instructional and classroom management activities. As the role of the teacher expands to being a manager of student learning, teachers will need to learn how to use qualified and trained adults to perform such functions as individual tutoring, leading small group discussions, and applying educational technology under the direction of teachers. Today, teachers have some assistance from voluntary or paid aides or part-time teachers. However, these assistants do not have the training to do the paraprofessional tasks needed for the future.

We recommend that a certificate be established for this new role, requiring an educational background of a two-year community college degree or a Bachelor's degree (after the Master's degree requirement for new teachers is phased-in). The addition to the teaching force of Education Technicians, who would earn 30% less than starting teachers and be hired by schools on a contract basis, would enable schools to lower the adult-to-student ratio, free teachers' time to expand their concept of teaching, and focus on activities most productive for student learning.

The Education Technician category also would enable an alternative "fast track" for new teachers to enter the profession in a way that would empirically prepare them for the art of teaching. The idea is that certified Education Technicians could become teachers by earning a Bachelor's degree and passing the same Professional Teacher Examination that all teachers take. They would serve four years as an Education Technician plus one additional year as an apprentice.

4. **All teachers have training and professional growth as part of their job.** Teachers now officially teach approximately nine months and one week on their ten-month contract. An additional week before and an additional week after school are needed for preparation and close down. We recommend that the additional week currently on contract, plus a second extra week that would extend the contract (with full compensation), be devoted to teacher staff development.

This additional time would establish an obligation and an opportunity for teachers and principals to work together on school development. The first five years of phasing in these reforms will be an exciting time. School personnel will need the opportunity to create a school program of their own design, to learn the effective classroom management and instructional strategies to implement their design, and to make adjustments and corrections as they learn by doing. The teacher and administrator Cooperatives, along with the district, would play important roles in helping personnel during this process (see Recommendation II). The principal and the faculty in each school should determine when and how the additional ten days for staff development should be used for the school. For example, some schools may choose to use the time for in-



tensive summer training, weekend retreats during the school year, or end-of-year assessments. The choice, however, would rest with the schools.

5. **Faculty serve on School Leadership Council.** Earlier in the history of public education in Hawaii, principals commonly exercised total – some would call it authoritarian – control. With the advent of collective bargaining and the national trend toward participatory decision-making, these controls have been considerably relaxed. According to our interviewees, many principals now involve teachers in a wide range of school issues. In a national survey, a sample of Hawaii teachers indicated that 57% considered themselves to be involved in deciding school budgets, 97% in choosing textbooks and other instructional materials, and 69% in shaping curriculum. They considered themselves much less involved in evaluating teacher performance (14%), selecting new teachers (9%), and selecting new administrators (2%). The time is now ripe to institutionalize the participation of teachers in school decision-making. We recommend a School Leadership Council where Lead Teachers and other teachers selected by their peers would serve with the principal to develop school plans and discuss issues relevant to the educational program. This Council would be advisory to the principal.

6. **Administrators receive more responsibility and training.** Much national and international research identifies the principal as the key figure in making and maintaining effective schools. The reorganization proposed by Recommendation II would recognize the principal's centrality by giving administrators more direct responsibility for the schools' educational program and budget. Pricipals also would be held more directly accountable because they would serve on a four-year contract approved by the Community School Board.

However, this renewal of the principal's authority is not intended to be a throw back to earlier days when some principals exercised authoritarian controls. This type of leadership would neither be desirable nor productive for developing effective schools. Teachers must participate in school planning and decision-making, which is the reason for proposing a School Leadership Council. Some administrators will have to learn the art of leadership in this new context of shared decision-making and participation of teachers and community.

To facilitate their learning as well as their continuing need to grow as professionals, we recommend that principals have a 12-month work year that would include requirements of training for professional growth and participation in an administrators' Cooperative. In light of their increased responsibilities, salaries would be substantially increased and secondary school principals would receive an additional increment. Principals would participate in the design and delivery of the leadership training by being members of an administrators Cooperative, which would be governed by and include all principals and vice principals. The Cooperative would provide training and professional growth activities required by the state or selected by administrators.

V.

RENEW

SECONDARY SCHOOLS

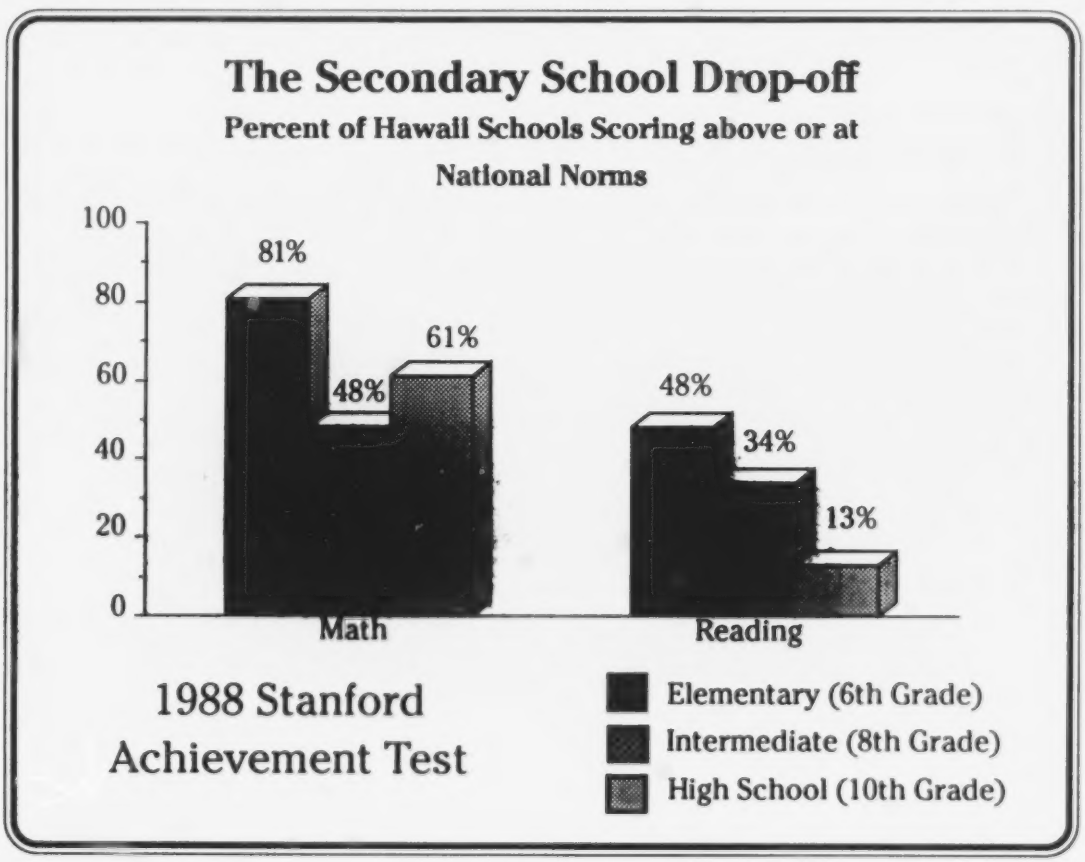
THE NEED TO RENEW SECONDARY SCHOOLS

Throughout the United States, student performance drops off sharply in secondary compared to elementary schools. In Hawaii this trend is quite extreme, as the figure below shows. Some commentators suggest that the decline reflects the large number of families who send their children to private schools at the secondary level. This fact can only account for part of the decline, however. Indeed, the end of high school seems for many youth to be a wasted period, where they have "turned off" from school and have begun to look for jobs or fill requirements so they can go to higher education.

High schools have such difficulty in part because they have lost a sense of mission. Secondary schools generally follow a comprehensive approach, where their courses include a wide range of subjects ranging from academic to vocational to business. Students work in different tracks corresponding to these three areas. There are two problems with such tracking which greatly lower student performance and preparation for adult life. First, students in the non-academic tracks – the majority of students in Hawaii – are given less demanding material. They are truly expected to learn less. Therefore, they do learn less. Youth like to be challenged, provided that they see the connection between their work and their lives. The way tracking works now, the connection generally is lacking.

Second, the students in the academic track are destined to go onto higher education. Because tracking often begins in the seventh grade, the curriculum becomes specialized for them early, with the subject-matter mirroring university material. As many national reports have observed, this premature specialization deprives young people of the skills they need most for the future – general knowledge of history, geography, culture, and the arts; and higher order skills in writing, reading, and scientific and mathematical reasoning. Instead of developing the life-long habits of learning-to-learn, problem-solving, and working collaboratively, students often memorize specialized facts. In short, they are not given the foundation to excel in higher education and professional life.

To correct these fundamental deficiencies, the structure of comprehensive secondary schools needs to be rethought.



THE RECOMMENDATION

Secondary schools should be restructured so that all students can learn core subjects by the tenth grade and then choose specialized education needed to make a successful transition to higher education or work.

1. **HIGH STANDARDS EXPECTED FOR ALL STUDENTS.** All students would be expected to master the same core competencies to prepare them for the transition to education and/or work. Beginning in grade 7, the curriculum would focus on integrating core subjects. The separation of students into academic and non-academic tracks would be gradually abandoned.

2. **ALL STUDENTS TAKE MASTERY TEST.** The DOE would develop its grade 10 student test to be an exam given to all students to ascertain their mastery of core subjects and their level of preparation for the last two years of transition to higher education or work.

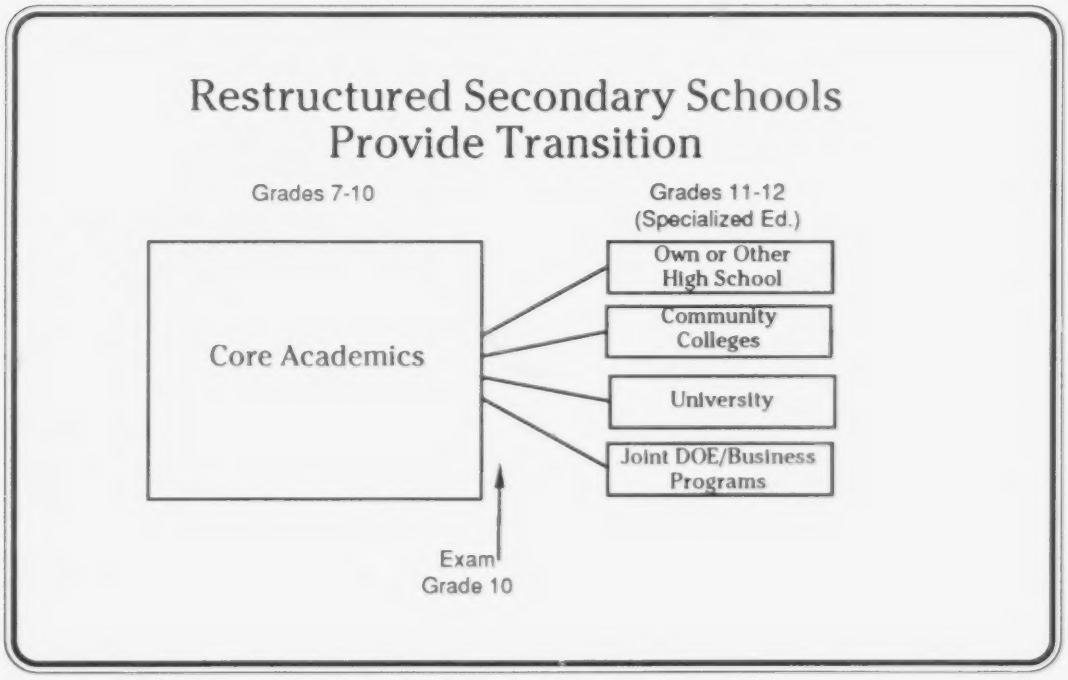
3. **THE LAST TWO YEARS BECOME A TRANSITION TO HIGHER EDUCATION OR EMPLOYMENT.** High schools would be given incentives and assisted in creating specialized education in the last two years in

- college preparation
- vocational and technical training
- fine and performing arts
- community and public services
- others.

4. **STUDENTS HAVE CHOICE OF INITIAL CAREER PATHS.** Students would have the right to choose specialized education at

- their own or other high schools
- community colleges
- universities
- other public special programs.

5. **BUSINESSES HAVE COMPACTS WITH SCHOOLS.** Business would join with government to establish public-private partnerships to ensure appropriate training and "guaranteed" employment.



HOW TO RENEW SECONDARY SCHOOLS

The recommendations propose that secondary schooling gradually redefine its mission. The fundamental purposes should be for all students to

- master the skills and knowledge they need as a foundation for a full and productive life
- receive specialized education in areas that match their initial career aspirations.

Secondary education would focus on assisting students to make the transition from secondary education to higher education or employment. High school years would therefore be transformed into a highly productive path to the future.

1. **High standards expected of all students.** There can be no more important change in schooling than raising the expectation for each and every young person. Although teachers are ultimately most responsible for setting high expectations, the state and the schools can establish the tone of generalized high standards. Educational experts argue that all young people will need to master the same core competencies to have a productive life in the twenty-first century. The Hawaii public schools have taken a major step in this direction by establishing the Foundations program, a statement of competencies needed by students at several grade levels prior to graduation. Several other steps are needed, however.

First, the Foundation program aims at setting a floor. They are minimum competencies that may give the message to too many youngsters that minimum is satisfactory. The core competencies should be raised so that they become goals toward which students can aspire — not a needless requirement for all but the bottom students. In upgrading these standards, the BOE should seek the participation of business, government, and post-secondary institutions.

Second, the curriculum needs to be gradually revised so that knowledge is integrated across subjects, and basic material is learned by the time the student completes the tenth grade. A number of industrialized countries, where student performance ranks higher than the United States, expect their students to master material at an earlier age than eighteen. American youth can learn more; they may have to compete in the future.

2. **All students take mastery test.** The most direct and unambiguous method for the state to set standards is through a statewide test required of all students. This test would mark completion of core material and enable each student to know what he or she has learned. This mastery test would be different from other tests in a number of critical respects.

First, the test would be a subject-matter exam taken in the core areas, much like the New York State Regents examination. Hawaii has been developing such a minimum competencies test known as the Hawaii State Test of Essential Competencies. We recommend that its further development be in the directions suggested here. Scores would go from zero to one hundred percent to indicate how much a student knew (regardless of the student's comparison to his cohorts). Unlike standardized tests; students, parents, and employers would know what a score meant.

Second, the test would be more than a multiple-choice test, for it would include writing and reasoning problems. It would be evaluated by a state panel of teachers to allow for examination of those higher-order skills necessary for the future.

Business Week, September 1988

Skills in the Workplace

According to reports on America's work force, the nation is faced with a monumental mismatch between jobs and the ability of Americans to do them. The modern workplace needs people with high reading and math capabilities. However, the Hudson Institute found that more than three-quarters of the nation's new workers will have only limited verbal and writing skills. The Institute also found that just 22% of the new employees will be able to perform simple tasks such as writing up orders, computing price lists, and reading merchandise catalogs.

Third, like college-entry tests, the exam would not have a pass-fail level. When pass-fail levels are set by states, they invariably are set at a low level, and the test tends to become a minimum proficiency exam. The point of the test in our proposal is to provide information on a student's progress in learning. The pressure to do well will remain, without an unnecessary floor passing grade set by the state.

This mastery test is similar to examinations given in other countries, with one crucial exception. Countries such as Japan and Germany use these tests – often at an earlier age – to track students into different careers. The proposed test would not track students but rather let them know where they stand so that they can make appropriate choices for the next educational step — the last two years of high school.

3. **The last two years become a transition to higher education or employment.** The last two years of high school should be a golden time for students — a time when they prepare themselves for the next phase as young adults. They should be given the responsibility of choosing their initial career path. Assuming they have mastered core competencies, they are ready to specialize in college preparation, vocational or technical training, fine or performing arts, community and public services, or other fields. The choice would be theirs. It would not lock them into any permanent decision because they could switch or take a different path after completing high school. However, they would be able to concentrate their energies on material that would be meaningful to them. Some students would not know what they want to do. But this uncertainty exists, on the one hand, because they are currently not required to choose, and on the other hand, because they are anxious about becoming committed. By requiring choice in the safe context of the last two years of high school, youths will have an enhanced sense that their life depends on their decisions.

In order for choice to be real, high schools will have to develop specialized programs. Earlier recommendations of this document proposed that large schools, particularly high schools, develop schools-within-schools. Such specialized schools-within-schools would suit the need for student choice in careers. To facilitate the development of these specialized pro-

Phi Delta Kappan, June 1987

Student Choice Option Works

Minnesota passed legislation in 1985 providing a post-10 option of the type advocated here. The evalutaion reports show that students from all parts of Minnesota and from many different backgrounds – including some who had dropped out or intended to do so – exercised this option; they outperformed the regular students in post-secondary institutions who entered as freshmen. The latest evaluation results from 1987 show that the number of students participating has almost doubled, and minority participation has increased even more.

grams, secondary schools would receive grants and training to help them transform their program into exciting and relevant alternatives. In addition, secondary schooling counseling services would be increased to provide students with information and advice.

4. **Students have choice of initial career paths.** Student and parental choice after the tenth grade should extend to choice of school. Students who have taken the mastery exam and completed their tenth grade course work would be able to attend their own school, other high schools or community colleges. Under this arrangement students could earn credits needed for their high school diploma at the same time that they received credit in the community college. Such programs as two plus two are a step in this direction. However, the possibilities are much greater than are currently being used. The community colleges have a wide variety of courses, operate on a flexible schedule, and often serve as a bridge between school and work. Some students could well benefit from this learning environment and the specialized programs that community colleges offer.

Other students, particularly more advanced learners, could accelerate their progress by taking some or all of their courses in their senior or junior year of high school at the University of Hawaii. It is hard for high schools to accommodate all the learning needs of such youth, but an early introduction to the challenges of university courses could well launch an outstanding student towards excellence.

Hawaii would not be the first state to adopt this plan. Minnesota did so in 1983 with very positive results, and several other states are now considering a similar program. In Hawaii, this proposal holds the promise for reducing dropouts and poor attendance. It also would introduce a competitive pressure on high schools to develop educational programs (especially schools-within-schools) that would attract students. The indirect effect of this plan would thus be a push toward innovation and the renewal of the high school.

5. **Businesses have compacts with schools.** This plan for renewal also opens the prospect for an important and continuing role for businesses in Hawaii public education. Across the nation, as well as in Hawaii, business has become active in adopt-a-school programs, merit school awards, educational foundations, scholarship programs, and the like. These efforts are worthwhile, but most can only be expected to make a small, albeit important, contribution. The specialization of all high schools in the last two years and the choice option for students makes a more direct and significant business role possible. Businesses can work with high schools to help develop a specialization — for example, in the hotel or banking industry — where students would be able to engage in meaningful activities while they are continuing their studies. Businesses involved in such a school program could guarantee a job on the successful completion of high school. (The job would, of course, be contingent on economic conditions.) This idea extends the notion of compacts that have had some success in various cities in the nation.

Business Week, September 1988

Creative School - Business Partnerships

The Boston Compact, begun in 1983, is paying dividends. In the summer of 1987, 669 Boston companies created jobs for 3,000 students at an average hourly wage of $5.39. In Dallas more than 1000 businesses have adopted the city's 200 public schools. A company in Dade County, Florida built a $350,000 school house for 50 kindergartners and first graders. In Minneapolis, a community effort called "Success by Six" spent $647,000 in one year on early childhood health and education.

THE
TRANSITION

THE PHASE-IN

This report's recommendations propose a vision of a new education system for Hawaii. The new system would build on current strengths, refocusing attention on the heart of the educational process—teaching and learning—and on the chief participants and clients of public education—students, teachers, and the local community.

Each recommendation is practical and has worked elsewhere. Indeed, many are extensions of activities planned or currently underway in Hawaii. Nonetheless, taken together, the reforms are dramatic. Their implementation requires a mix of legislation, constitutional amendments, changes in DOE policies, adjustments in training requirements and programs, and a substantial financial investment. Most important, the promise of reaching a new plateau of excellence will require careful planning, support, commitment and cooperation among educators, policy makers, and, above all, the people of Hawaii—parents, community groups, businesses, unions, senior citizens, neighborhood councils, and other voluntary organizations.

Implementation cannot occur all at once. There must instead be a transition accomplished in orderly stages. The reforms should be phased in gradually to minimize disruption of the educational process and dislocation of staff. The introduction of new initiatives must keep pace with the system's capacity to adapt to change. For example, teachers need time to plan and receive training before they implement a new approach, and even before that, the trainers of teachers themselves need to be trained. Moreover, though some recommendations involving reorganization must come from the "top," most reforms involving instruction at the school level should not be mandated – Hawaii has too much bad experience with top-down mandates. Instead, wherever possible, our recommendations call for incentives, information, and training so that principals and teachers can assume new responsibilities and try new approaches with a sense of commitment and ownership. Also, we propose that local communities receive information and training to prepare them for active and responsible involvement with the schools.

Finally, implementation should be undertaken with an eye to the long run. The recommendations are means to building a system that has the capacity to renew itself as conditions change. Rather than looking for quick fixes, the gradual phase-in strategies discussed here are intended to enable Hawaii educators to continue to strengthen public education. The following sections provide an overview of how key recommendations could be phased in; the technical volume presents comprehensive explanations of the transition.

Guiding Principles For Transition

- Reforms should be phased, in orderly and gradual stages.
- The disruption of the educational process and dislocation of staff should be minimized.
- State funding for new initiatives should be built up slowly.
- Sufficient time for implementation should be allowed to enable mid-course corrections and local adaptations.
- New expectations and responsibilities for principals and teachers should be accompanied by additional training, resources and incentives.
- Support and training for community participation and development should be a major and ongoing system function.
- Building the school and system capacity for ongoing improvement should be a goal of the transition process.

PHASING IN EARLY CHILDHOOD EDUCATION

Neither Hawaii's private sector nor public sector currently have the capacity to provide preschool for all four-year-olds. The transition to universal early childhood education must address three major issues – expanding the supply of quality teachers, increasing the availability of facilities, and instituting the state's mechanisms for awarding preschool contracts. The recommendations discussed previously propose means for building capacity in each of these areas. Nonetheless, since these steps will take time, all four-year-olds cannot receive the benefits of the early childhood program at once. Therefore, we propose that poor children be phased in first, followed gradually by children from higher income levels as the system's capacity is expanded.

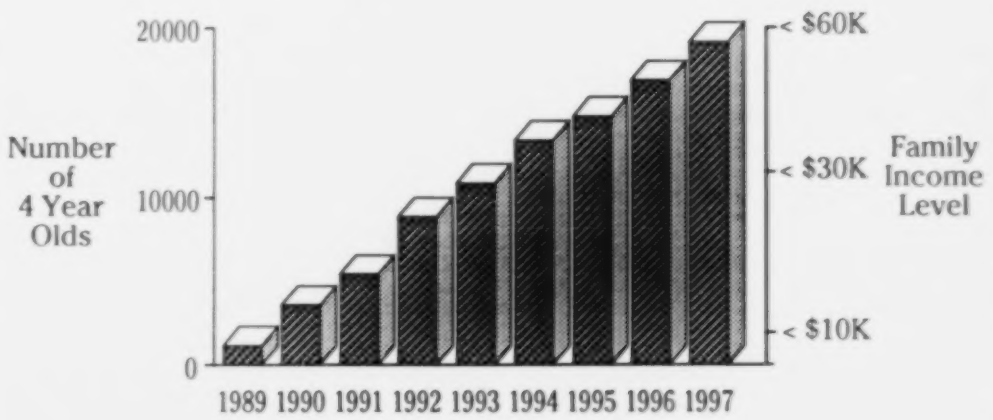
Using this strategy, we recommend that an income-based schedule be used to slowly increase the number of families eligible to enroll their four and five-year-olds in state-subsidized preschool programs. Under this plan, about nine years would be needed to enroll all four and five-year-olds, regardless of income level.

In pace with the expansion of the number of eligible children, the quality standards for state-subsidized preschool education would be gradually raised. Approved providers in the first year would be required to design a plan for upgrading the qualifications of their staffs to NAEYC standards. By the third year, state-subsidized preschools would be required to group four and five-year-olds together in an ungraded developmental program. Other contract provisions would gradually raise standards and requirements such as lower child-to-teacher ratios and provision of health and parent education services.

This gradual upgrading of programs must be accompanied by higher qualifications for ECE teachers and child care specialists. The proposed Hawaii Teaching Standards and Certification Board would develop and oversee a new certification process for ECE teachers, and the University of Hawaii, Chaminade University, and the Community Colleges would have to strengthen their programs. Also, the state would facilitate the recruitment of quality teachers who are credentialed but not currently active, presently teaching in the DOE (where there now is an excess of elementary teachers, including some trained in ECE), or from the Mainland.

Finally, to orchestrate the transition, a new Office of Early Childhood Education would be established at the outset to administer the preschool program and coordinate these various efforts.

Program Expands with Supply of Facilities and Teachers



PHASING IN REORGANIZATION

The proposals in this area aim to enable the local school community to determine and manage its own educational programs; to center state-level activities on statewide planning, accountability, and R&D; and to focus districts exclusively on supporting school development.

To guide the transition, this new framework for governance must be put in place, clear state goals set, and DOE leadership stabilized. Thus, we propose that the 1989 Legislature pass the legislation proposing constitutional amendments that would permit the election of local Community School Boards (CSB's), define the Board of Education as a mixed elected-appointed body, and shift the superintendent's position to a contract basis.

However, though the structure of this revised governance system must be established at the outset, it would be unwise for authority to be redistributed and roles redefined too quickly. A transition is needed.

In particular, we propose that the transference of authority to CSB's be a step-by-step process. First, current Community School Councils would be changed to Community School Boards, and they would be elected by parents and the community. The pre-election process would be used to raise public awareness and inform parents and citizens of the key role to be played by the community in their local schools. Once elected, CSB's would observe school processes and serve an advisory function while they are being trained and are gaining experience. They would not have true decision-making powers at first, but after one year they would take on some oversight duties in regards to curriculum and budget. Over several years, the state would gradually expand the school's control over funds allocated to the school, and, concomitantly, the CSB's oversight authority would expand. Finally, in the fifth year, the local Community School Boards would be fully empowered to hire the principal, faculty, and staff (subject to statewide collective bargaining agreements).

Before administrators could be hired by schools, other key reforms would be phased in. Principals would receive significant salary increases over a period of time with the largest percentage paid out during the fourth year when their employment agreements are shifted to a contract basis. Contracts would be renewable every four years. Current principals not offered a contract would be assured other positions in the DOE.

To facilitate these changes, we propose that districts and the DOE play a crucial role in assisting the phase-in of Community School Boards, as well as the phase-in of the expanded authority of principals and faculty. Under our previously discussed recommendations, districts would be reorganized so that they would focus exclusively on support for school development through technical assistance. Accordingly, the districts' management over the schools would be phased-out, and districts would, during the first year, establish, train, and assign a School Transition Team (STT) to each school. These teams would play an ongoing role during the transition to assist school communities to assume responsibility for local governance and improve their own performance. Initially, teams would work with schools and communities to prepare them to elect Community School Boards; eventually teams would train CSB members and be available to assist with school plans. Though STT's would disband at the end of the transition, districts would continue to provide ongoing technical assistance to schools. Ongoing support for school development would also be available through the practitioner-based cooperatives that would be established early in the transition (see section on modernizing instruction).

Finally, if enabling legislation were passed in 1989, the DOE would develop criteria and establish a process for intervening in special needs schools by the 1990-91 school year. The object of intervention would be to transform these schools so that within five years they could achieve the same degree of autonomy as other public schools. We assume that four special needs schools would be identified initially and provided with special assistance over a five-year period. To implement the intervention, DOE would assemble a team to work with school personnel, the community, and the unions to develop a school improvement plan. If the intervention appeared to be successful in these cases, more special needs schools would be assisted directly

PHASING IN MODERNIZATION

Modernizing curriculum and instruction essentially must be done at the grass-roots by principals and teachers working together to devise programs suited for their students. Nonetheless, the state should establish a clear expectation that schools should revise curriculum and create effective learning environments, while at the same time providing them with the resources to do so. With this in mind, the transition must strike a balance between state requirements and local incentives.

Within the first two years, the BOE would upgrade its broad statewide curriculum priorities, and the DOE would establish core competencies for these priorities (see renewing high schools). This goal setting would provide the schools with the objectives that they would be responsible for meeting.

At the same time, School Leadership Councils [SLC's], composed of the principal and teachers, would be established at each school. During the course of planning its educational programs, each SLC would gradually revise and focus the curriculum to attain both state and local curriculum priorities.

These councils would also identify training and other staff development needs. Currently staff development is provided by the district or the DOE. We propose that this function be gradually assumed by semi-autonomous fee-for-service cooperatives, established in 1989 legislation. After two years of organizing (beginning with the recruitment and training of staff and the establishment of policy boards), these cooperatives would begin limited teacher and administrator training early in the transition and gradually broaden the scope of their activities. The Technology Use Network could start within a year after enabling legislation and initial funding. State subsidy of the Network would gradually decrease as the schools' ability to pay fees for services increase.

This concept of staff development relies heavily on practitioners defining their own needs with the help of experts in staff development. These experts, employed at the Cooperatives, would inform principals and teachers of various approaches to establishing effective learning environments at their schools and then help them adapt these approaches to their own situation. Teachers and principals would have influence over this process because they would purchase services from the Cooperatives. The funds would come from two sources – a school budget which would gradually increase over a period of five years and incentive grant money from the DOE.

These incentive grants would enable the state to put money into statewide priority areas to stimulate schools and to adopt new approaches without mandating these approaches from the top. The grant programs would be gradually phased in to allow schools the planning time to decide for themselves how they best want to develop their programs. We recommend that incentive grants for three major areas would be included during the early years of the transition: schools-within-schools, specialized education programs in high schools, and the use of technology. Incentive grants would be phased in over time so that about two-thirds of the public schools would be able to receive grant funding by the tenth year.

PHASING IN STRENGTHENED PROFESSIONS

Strengthening the teaching profession requires upgrading and maintaining professional standards for teachers, while at the same time broadening teacher opportunities for professional growth and improving work conditions.

During the first three years of the transition a Hawaii Teaching Standards and Certification Board [HTSCB] would be established with the mandate to set standards for the profession, approve and administer a professional teacher exam, issue and revoke licenses and certificates, and oversee beginning teacher evaluation. The duties of the HTSCB would gradually be phased in so that this board would serve in an interregnum as it assumed responsibilities now handled by DOE.

Candidate teachers currently enrolled in teacher education programs would be ensured of completing their training prior to revised standards being phased in. The new professional teacher exams would also be phased in before upgraded standards for teachers became required. The University and other teacher training institutions would begin collaborating with the HTSCB early to revise and refocus their training programs in light of new professional standards and requirements.

Statewide requirements for professional growth would accompany the opportunities for training and school decision- making discussed above. In conjunction with the early establishment of Teacher Cooperatives that provide practitioner- based training, DOE policies would change to provide teachers with the additional time and income to attend staff development given by the Cooperatives. We propose that teachers be required to receive ten days of training and professional growth activities and that they be paid additional income to preserve their current instructional time.

PHASING IN RENEWED SECONDARY SCHOOLS

The first task of renewal is to establish those core competencies or standards that all students would be expected to master. This task could begin without legislation. It could be initiated by the BOE through the creation of a "core competency panel" composed of members of the DOE, teachers and principals, and business and community members. The panel would propose a "mastery" curriculum for students from grades seven to ten. Concurrent with this development, the DOE would begin to upgrade the Hawaii State Test of Essential Competencies to transform it from a minimum competencies test to a test that measures the core competencies expected of all students exiting grade ten. Both the set of core competencies and the revised HSTEC could be instituted statewide within six years.

Incentive grants to local high schools and other special programs in the public and/or private sectors would promote the specialization of programs for students in the last two years of high school. These incentive grants would begin in the second year of the transition and would continue for ten years. Additional support for specialized programs would be provided by the DOE through its research and development teams. Policies governing student participation in specialized programs would be formulated at the beginning of the transition phase and revised as needed when specialized programs are developed, tested, and modified.

Also, the move toward creative partnerships between local schools and businesses could begin immediately, so that these forces would collaborate in the training of students for full and gainful employment at any time after the completion of high school.

COSTS

The costs of this comprehensive reform program depend on how quickly the recommendations are phased-in. The transition plan summarized above and presented in more detail in the technical volume represents one concrete plan for implementation. Many variations are possible, of course, and each would have somewhat different cost estimates. At this point in the consideration of these recommendations, it is important to have a crude estimate of possible costs so the recommendation's fiscal feasibility can be examined. More detailed cost analysis will have to be conducted when a specific legislative program is defined.

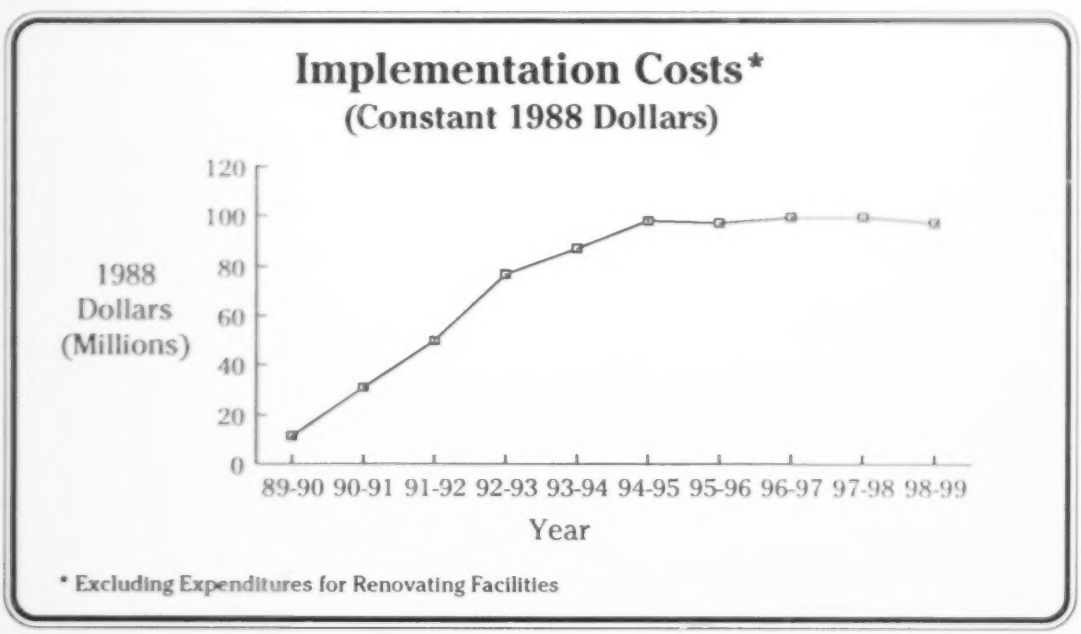
Using the phase-in assumptions summarized in this section, we estimate that expenditures for implementing the recommendations would start at approximately $11 million in the first year and level off at the sixth year at approximately $97 million annually (in 1988 constant dollars), as illustrated in the figure below.

The current education expenditures for public education in Hawaii are approximately $613 million per year. The proposed expenditures in the first year represent approximately a two percent increase in total expenditures. If other costs were held constant during the next nine years and using constant dollars figures, we estimate that restructuring costs should not exceed 16% of the total expenditures for public education in any given year.

Current expenditures per pupil are approximately $3750. The restructuring costs would increase per-pupil costs in the first year by approximately $67. Assuming a projected enrollment increase of approximately 1.2 percent per year, additional per-pupil costs in the fifth year would be $503 and in the ninth year would be $538.

The most expensive reforms are the establishment of early childhood education (approximately $60 million per year by the tenth year) and staff development activities (approximately $10 million per year by the end of the tenth year). Other significant costs are pay raises for personnel, incentive grants to local schools, the use of technology, infusion of money into special needs schools, and an increase in funds that schools would control for their educational program.

In addition to these expenditures, we strongly recommend that Hawaii make a major commitment to renovating its public school facilities. Though we have not made an independent estimate of the costs of such renovation, our visits to schools and the testimony of our respondents speak clearly to this need. Good facilities alone do not determine the quality of education. Poor facilities, however, are a barrier to quality education, and they send a signal to parents and students that the system does not care. Upgrading facilities combined with implementing the five other major recommendations presented in this report would transmit a different message – namely, Hawaii public education is committed to all students learning at the high levels they will need for a bright future in the twenty-first century.



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Our staff distributed surveys; conducted face-to-face interviews; visited schools; held panel meetings with educational experts, legislative and government analysts, and union, business, private school and university representatives; and had long and fruitful discussions with students, parents, and members of communities throughout the Islands. We particularly are grateful to the teachers and principals who gave time and energy to answer questions about a subject they hold dear – the education of children. Often, these practitioners had to overcome a natural skepticism about whether deep improvement would really happen. Wasn't this study like so many other studies that promised much but delivered little? That they did share their hopes with us speaks to both their undiminished idealism and the timing of this project. Many people in Hawaii tell us the time is ripe for Hawaii education to move to a new level of excellence.

Governor Waihee and the Board of Education also hold this view. They have been supportive throughout our work, as they seek answers to how to make real and deep improvements so that Hawaii education will be "second to none."

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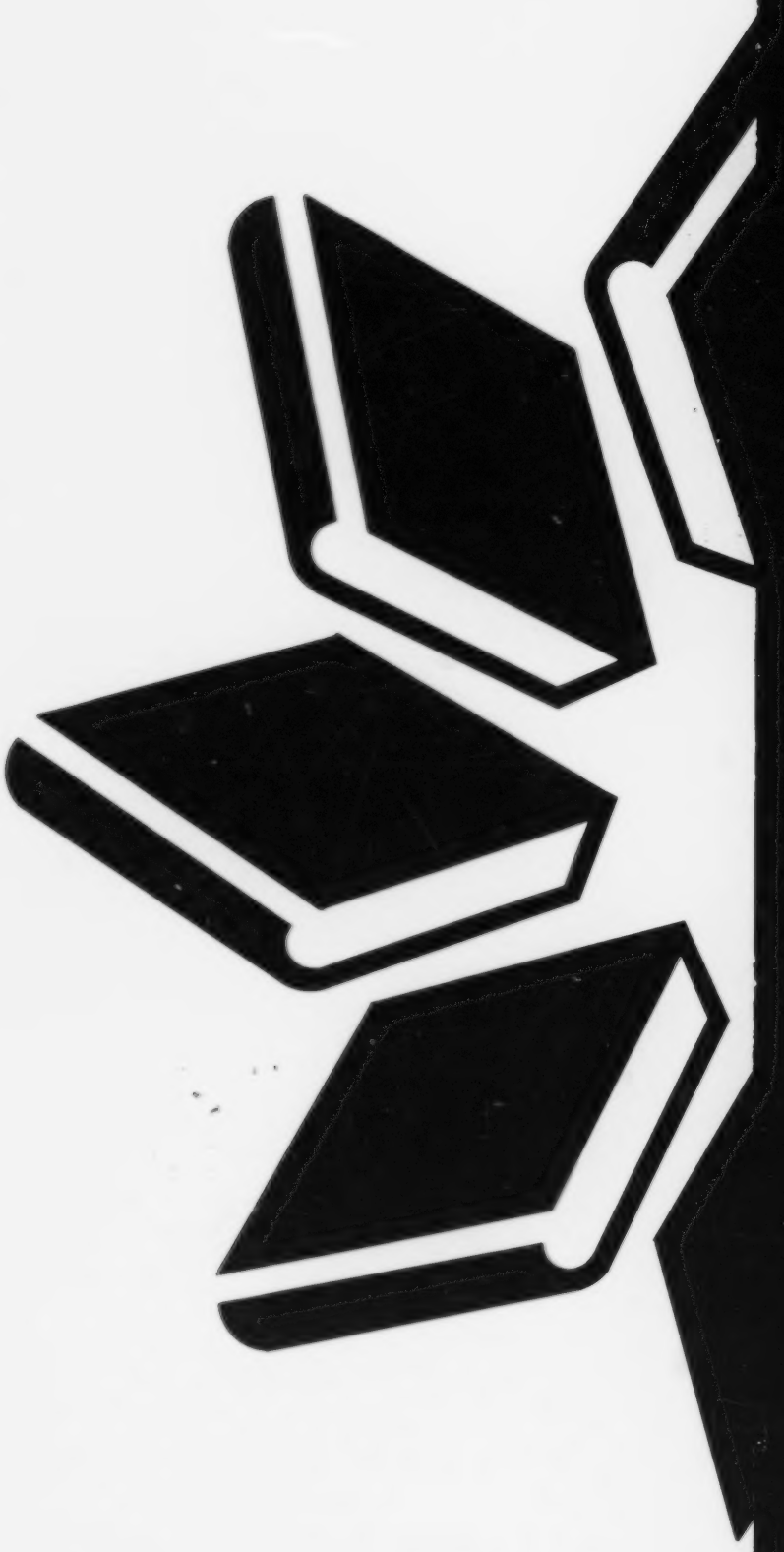

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